

# **GENERAL PLAN 1990**

## **CITY OF ESCONDIDO**

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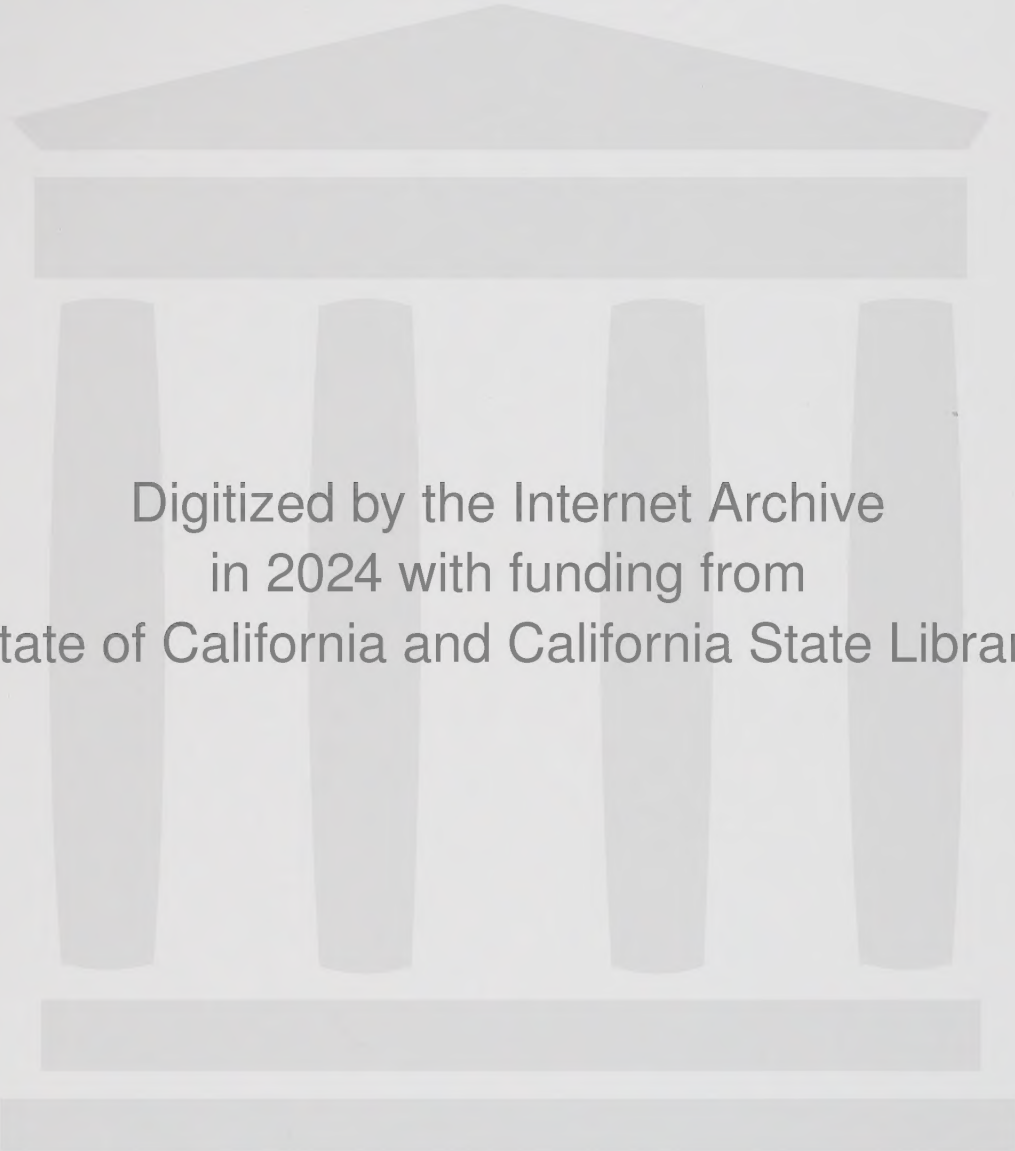
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# INTRODUCTION





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## INTRODUCTION

Escondido is fast becoming an urbanized area. The development of the North County is partly a response to growth pressures from the Los Angeles/Orange County area to the north and from the City of San Diego to the south. Although northern San Diego County has yet to clearly establish a regional center, Escondido is destined to become that urban center of the North County.

Escondido's present diversified, self-sufficient economy developed as a result of the historical isolation of the North County. Isolation from other larger urban areas created a demand for a sub-regional center to provide services for the North County's growing population. Population pressures in the North County infer the continued diversification and development of the Escondido area.

The character of Escondido is undergoing a transformation. No longer primarily an agricultural rural town, the density and character of today's larger population and the services they require has created a city. A city like any other complex organization requires constant guidance to insure that its purpose for being is fulfilled. For a city, this guidance can be provided through the General Plan.

## THE PLAN

The General Plan is a comprehensive set of goals, standards and policies for the development of the community. It represents the decisions which have been made to determine the physical extent the city should attain and the size and character of population it will accommodate within a given planning period, (20 years). It enunciates policies which the city intends to apply in achieving relationships between land for residential, commercial and industrial use. It



states decisions on the location and amounts of land that should be reserved for schools, recreation facilities and open space. It identifies the detailed decisions which will have to be made regarding the types, sizes and locations of public facilities that will be required in the future. Lastly, it represents decisions on the system of streets and highways comprising the network that serves the community and links this and other areas.

The General Plan is more than a mere reference guide for the Planning Commission and City Council. When adopted through public hearings as an official plan, it becomes a public policy statement for the protection of the public welfare and investments in the urban community. It also serves as the basis for revising the ordinances and regulations which govern development in the city and for indicating new devices by which the General Plan's goals can be implemented.

Because plans are made by man and no man can see with true prophetic vision all the events and changes that lie ahead, any comprehensive plan must of necessity have a tentative and dynamic character. It must be subject to continuing revision in the light of additional data and the unfolding of community events. For these reasons, it is accurate to define a General Plan as the first step in a continuing process rather than as a conclusive, frozen statement of public policy.

It should be recognized, too, that no completely effective means of illustrating the full intent and direction of a General Plan has yet been devised that clearly communicates its content to the general public. It is not possible, for instance, to reflect the quality and character desired in a particular land use category in a specific location except in very general terms. It is also undesirable to attempt to illustrate every small exception to a land use category proposed in a sub-area of the city. Therefore, the General Plan map indicates the predominant use of land recommended in each area of the

City, and does not preclude relatively small deviations from the overall pattern. It does not reflect every church, institutional, commercial, or residential use that may exist or may occur in the future within areas of a different category of use, nor should it be interpreted as recommending or requiring their removal.

It is also important to recognize that the General Plan is not intended to be interpreted as a precise map, nor does it automatically change the classification or the permitted use of land. This function will continue to be served by the Zoning Ordinance and zoning district map, which are tools for the implementation of the General Plan. Instead, the General Plan serves as a pattern and guide for the future orderly growth and deveopment of the city. It serves as the basis upon which the Zoning Ordinance and other land use regulations can gradually be revised and adjusted to reflect a unified and coherent development policy.

Finally, it must be recognized that the General Plan recommendations encompass a time span extending to the year 1990. It is not expected, nor is it desirable that all its proposals be implemented or translated into zoning immediately. Therefore, uses of a lesser intensity than indicated in the General Plan are in most instances entirely consistent and compatible with the General Plan until such time as development trends, the needs of the City, and the ability to provide adequate public services indicate the suitability of the ultimate use.

The General Plan will be a frame of reference against which proposals brought forwad may be evaluated; it provides a guide for orderly public regulations of land use; it provides a basis for long range programs governing public capital expenditures. It should be reviewed each year and revised as needed in order to reflect changing conditions which were not adequately recognized at the time of initial preparation. Failure to do this will soon render it ineffective and useless as a policy tool of the City Council and advisory commissions.



## CONTENTS OF THE PLAN

The General Plan of the City of Escondido consists of the following:

1. A text entitled "PRELIMINARY GENERAL PLAN, Escondido, California: 1990" which sets forth the community goals and objectives for the future development of the city and its environs, and sets forth principles and standards for future decisions concerning land use, housing, circulation, public facilities, and capital improvements.
2. A colored map entitled "GENERAL PLAN: 1990" which graphically depicts the proposals of the General Plan text in a generalized form.
3. A legend on said map that explains the symbology of the map and describes generally the uses envisioned in each land use designation.
4. A diagram in the form of a matrix as a part of the General Plan text which indicates current zoning classifications considered compatible with the General Plan land use designations.
5. A map entitled "CIRCULATION PLAN, AN ELEMENT OF THE GENERAL PLAN". It is the intent of the Circulation Element, and it shall be the intent of other elements as they are added, to be more specific and definitive than the General Plan map or its generalized text and, if conflicts occur, it is intended that the proposals of the specific elements take precedence over the generalized map or text.



## THE GENERAL PLAN PROCESS

The General Plan process is a long and involved process but a necessary one if the community is to reach its potential in an orderly and constructive manner. The process began two years ago with the collection of research materials. A complete land use inventory was accomplished, a private consultant was hired to perform an economic study, and a Planning Consultant was hired to aid the City Planning Staff to coordinate and compile data and prepare a preliminary General Plan.

Perhaps the most important phase of the process has been the formulation of goals and objectives by the Citizens Advisory Committee. This committee was created by the City Council to:

- Identify the planning and development problems of the Escondido Planning Area.
- Formulate goals for Escondido's future growth and development.
- Review and criticize the preliminary proposals of the Planning Department and their planning and economic consultants.
- Development planning policies and action programming for the Escondido Planning Area.
- Offer assistance and guidance on special technical problems.

Citizen's participation is an indispensable force in the planning process and is particularly necessary in the formulation of the General Plan, which is the City's fundamental statement of long-range and short-range growth and development policies. Accordingly, this planning program leading to the preparation of a General Plan for Escondido has relied heavily upon such participation in the gradual

but determined formulation of goals and objectives which have formed the basis of the General Plan itself. The Citizens Advisory Committee has been the "voice of the citizen" in determining what the destiny and future of their community is going to be. Each citizen has a vested interest, since it is the people who will ultimately benefit or suffer from the success or failure of the General Plan in meeting the challenges of community growth. It is their community which the goals of this plan are geared to protect and enhance during the next twenty year period.

The formulation and adoption of the General Plan will not be the end of the planning process, but rather only the beginning. Plans are not self-fulfilling prophecies of the future. Continued study, effort, support and the commitment of public and private funds will be required to implement the provisions and policies contained in the General Plan.

#### BACKGROUND

The Escondido Planning Area is situated in a valley approximately 30 miles north of San Diego and about 20 miles inland from Oceanside. The area is principally the Escondido Drainage Basin; bounded on the north by Oat Hills and Bear Ridge; on the eastern extreme by Paradise Mountain; on the south by Lake Hodges; and on the west by Mt. Whitney, the San Marcos City limits and the east rim of the Merriam Mountains. The area covers 65 square miles or 41,600 acres and includes all of the incorporated City of Escondido. (Exhibit 1)



**BACKGROUND**





## A BRIEF HISTORY

With the enforcement of the Secularization Act of 1834 by the new independent country of Mexico, the vast mission domains passed into private hands. On May 10, 1843, one of these tracts of land known as "Rincon del Diablo" was granted to "Juan Bautista Alvarado" by the Governor of both Californias.

The United States government appointed a board of Land Commissioners to confirm the titles to the large ranchos in the original grants and on May 22, 1855, as Juan Bautista and his son had died previous to American rule, this commission confirmed the title "Rincon del Diablo" in "the legal heirs of Juan Bautista Alvarado".

Over a period of 10 years, 1855 to 1865, O. S. Witherly proceeded to locate and buy from fourteen heirs six deeds to the "Rancho of the Rincon del Diablo". He in turn sold the rancho in 1868 to Edward McGearry and the Wolfskill brothers. They used the land for sheep raising until 1883 when they sold to a group of fifteen men. This group held the land for a year when it was conveyed to "Escondido Company". The company deeded the Rincon del Diablo to the "Escondido Land and Town Company", a land marketing syndicate of San Diego and Los Angeles capitalists. The company proceeded to have the entire rancho surveyed into tracts from ten to thirty acres and also laid out on a grid pattern the City of Escondido. Thus begins the history, promotion and development of Escondido (Spanish word meaning, "hidden or concealed").

## THE PEOPLE

From its incorporation in 1888 to the early 1950's, Escondido had a slow but steady population growth. At its inception it had a mere population of 249 which increased steadily, but not significantly, until the "avocado boom" of the 20's when it started to accelerate at a more rapid rate. With the construction of the San Diego aqueduct in

1948-54, the completion of U. S. Highway 395 in 1951, and the instigation of annexations in the same year, the population skyrocketed.

The 1960 population of the City was 16,377. This represented a gain of 9,833 or 150.3 percent over 1950. The 1965 special census revealed a growth of more than 60 percent to 26,344. The 1969 population is estimated to exceed 38,000. The population of the General Plan Study area in 1960 was 29,768. In 1965, it was estimated to be 48,691, an increase of 64 percent in five years. Study area population has been estimated to exceed 63,000 in 1969.

Population is basic to all planning, for in the final analysis it is the people, their environment and their needs that are the major fibers in the make-up of the General Plan. Streets are needed for the movement of people and goods; schools are required for the education of the children of the community, land use controls are required in order to prevent the mixture of non-compatible land uses, and to provide for separation of living areas, work areas and open spaces. Density controls are needed to eliminate the over-crowding of land and prevent the undue concentration of population. These and other related matters are necessary for the general health, safety, welfare and convenience of the people of the community. The determination or "yardstick" by which these needs, both existing and future, can be measured and consequently planned for, is through population study. Because current population figures are based on known facts, existing needs can be determined and measured within a high degree of accuracy. However, since future population studies deal with many unknowns, they require the application of proven methods and techniques of population projection.

Experience has proven that absolute numbers of existing and future population, while very necessary, do not provide optimum information that is necessary for future planning. It is also necessary to investigate and analyze the composition and characteristics of the



population. This is necessary in order to obtain a closer understanding of the inhabitants and the community.

Study of the City of Escondido indicates that the population growth within the city will continue, but at a slightly decreasing rate. Absolute numbers, however, will increase year to year. (Exhibit 2 & 3)

Population projections indicate a marked percent increase in the 20-35 age group while a percent decrease in the 35-75 age group is projected. With the rapid growing community these changes in population composition can logically be expected. Young child bearing families are sure to immigrate and although Escondido presents an excellent retirement area, the influx of retired population is not anticipated to keep pace with that of the young marrieds. (Exhibit 4)

The average household size in the City of Escondido in 1960 was 2.85 persons. In 1965 there were 2.97 persons per household. Although this appears inconsistent with the national trend toward smaller households, areas of rapid growth such as Escondido, attract young growing families which tend to raise the average. Average family size in Escondido may be expected to increase in the short term but should decline toward the national average as the city matures. (Exhibit 5)

Accompanying the short term increase in household size is a larger percent of school age population. This typically is caused by the large number of children created by the children of the post World War II baby boom and the general influx of young married couples into the growing community. (Exhibit 6)

## THE ECONOMY

Included as a necessary basic planning study in the development of a General Plan is a probe into the economic base of the community. The pattern of urban development within the community is influenced largely by local economic conditions and the economic activities of the region.

In determining future land use patterns, a measurement of the relationship between different land uses and the economic effect one use has upon another is important. Future land use patterns will not only have a direct bearing on the future income of private enterprise but also that of governmental jurisdictions including city, school, county and special districts. The income and degree of efficiency to be achieved by business and these public jurisdictions in years to come will be, in no small measure, directly related to the future land use pattern.

The following analysis of retail trade, employment and taxation characteristics in Escondido sets forth some economic factors which are molding Escondido's future and which bear upon the community's ability to support public improvements and public services.

Retail stores provide the goods and services needed by the residents of the community and surrounding area. Good retail facilities, conveniently located and arranged, can help make the city a convenient and pleasant place in which to live. Lack of facilities or poorly arranged shopping areas can be a source of annoyance and inconvenience. As a by-product of its primary function, retail trade provides employment and investment opportunities and public revenue in the form of sales and real estate taxes. Because of these vital functions,



retail trade is of major concern to the city.

Growth of trade can be followed by noting changes in taxable retail sales tabulated by the State Board of Equalization. These figures do not include all trade. Food for instance is not taxable and the taxable transactions in most service establishments represent only a fraction of their total business. However, the figures are comparable from year to year and are indicative of relative growth.

Escondido's retail sales growth has shown a remarkably steady increase in all types of businesses. This is undoubtedly due to its regional setting and its historic sub-regional function. All efforts should be made to protect this viable situation and insure its perpetuation.

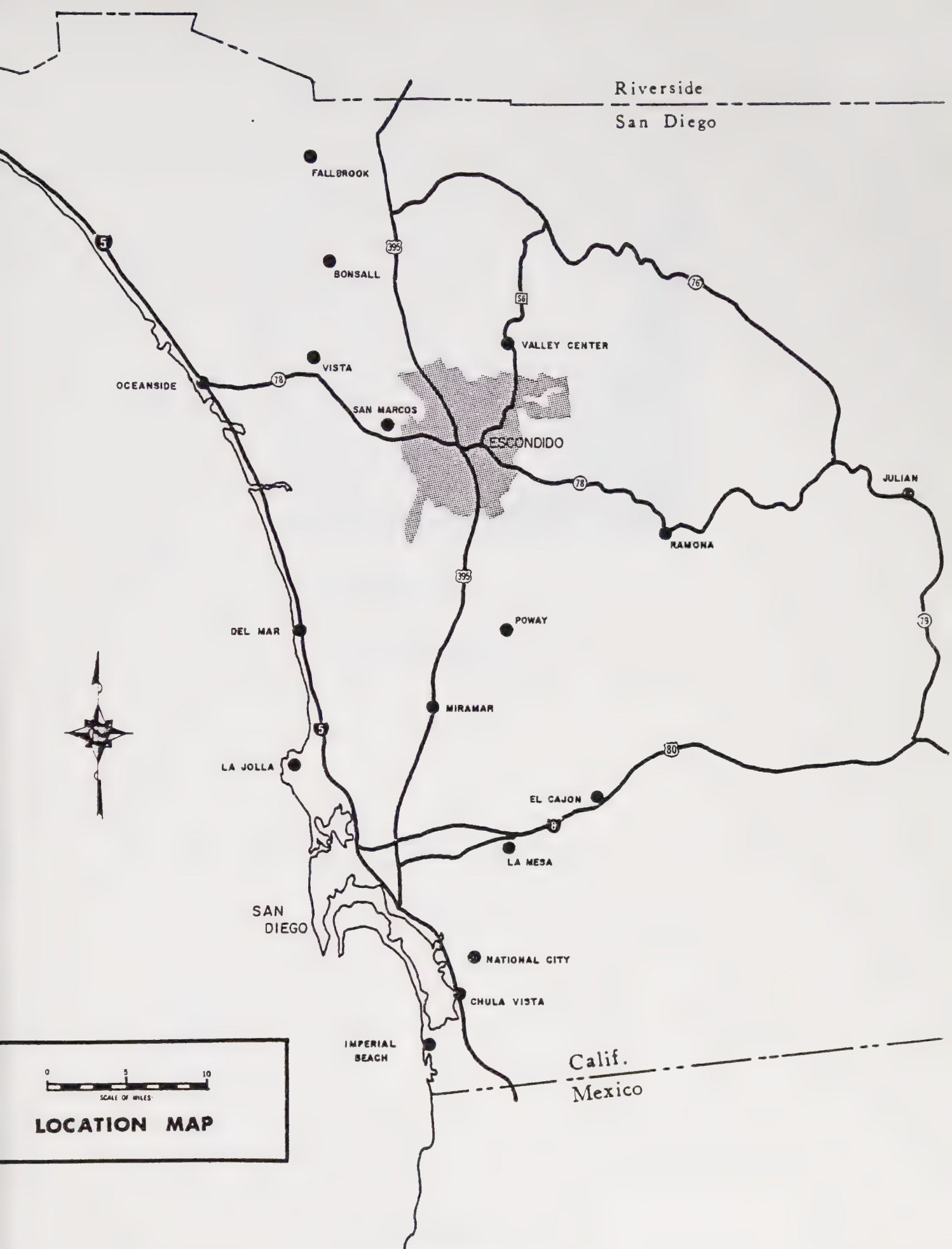
Another indicator of the community's economic viability is its employment characteristics and changing structure. (Exhibit 8). The State Department of Employment defines Escondido as a separate labor market in San Diego County. Employment in this area has grown remarkably since 1961. Prior to 1961, employment had shown regular but not spectacular increases. The beginning of the area's evolution from a rural to an urban community is revealed in the changing structure of the labor market employment. Higher than average growth in manufacturing employment, service employment and governmental employment are indicative of a changing and maturing economic structure.

According to projections by Darley/Gobar Associates, Inc., Exhibit 9, Escondido's employment will increase from 4.0 percent of the county total in 1966 to 6.0 percent in 1990. Employment within the study area increased from 23.2 percent of the resident population in 1970 to 29.4 percent in 1990. The major areas of increase are expected to be

in the manufacturing and service oriented industries.

The fact that Escondido does not have above average employment concentration in any particular industry, except for trade, indicates that despite the recent rapid growth, the economy has remained balanced. This is indicative of a strong and stable economy.

The community's ability to support public improvements and public service is reliant upon a solid and sound economic base. Along with other sources of revenue the sales taxes and real estate taxes derived from the economic prosperity of the community must be sustained if the desired public improvements and services are to be provided.

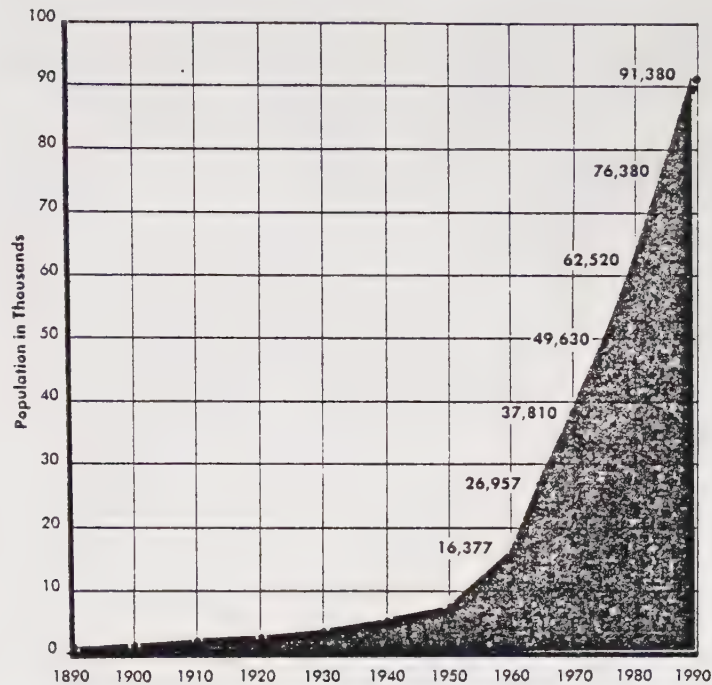


**EXHIBIT 1**





## POPULATION GROWTH CITY OF ESCONDIDO



SOURCE: UNITED STATES CENSUS  
AND DARLEY/GOBAR ASSOCIATES INC.

NOTE: CITY LIMITS HELD CONSTANT

## EXHIBIT 2

### POPULATION PROJECTIONS FOR THE CITY OF ESCONDIDO AND THE ESCONDIDO STUDY AREA

YEAR	City of Escondido		Escondido Study Area	
	Population	Percent Increase	Population	Percent Increase
1960	16,377		29,768	
1965	26,957	64.6	48,691	63.5
1970	37,810	40.2	71,100	46.0
1975	49,630	31.2	96,000	35.0
1980	62,520	25.9	122,200	27.2
1985	76,380	22.1	148,700	21.7
1990	91,380	19.6	174,500	17.4

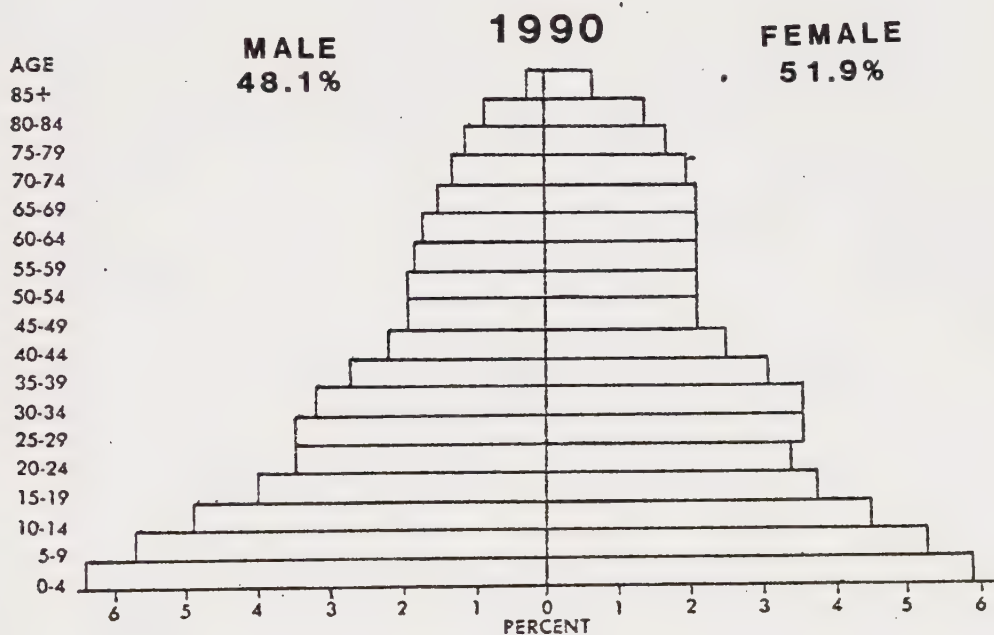
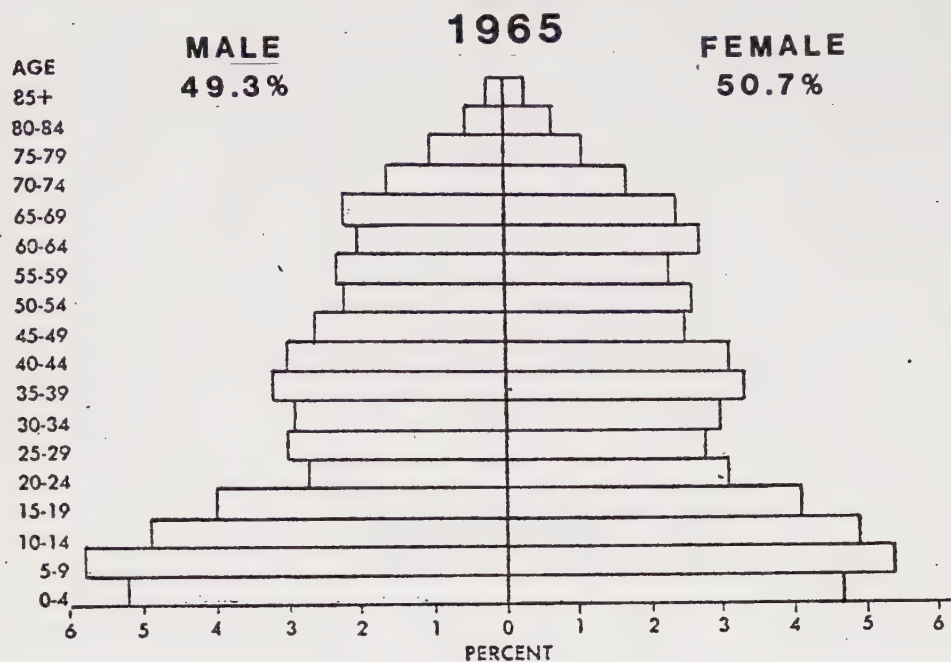
Source: United States Census and Darley/Gobar Associates, Inc.

## EXHIBIT 3





# POPULATION AGE COMPOSITION





PROJECTED HOUSEHOLD SIZE  
ESCONDIDO STUDY AREA

Year	Persons per Household
1970 .....	3.02
1975 .....	2.97
1980 .....	2.89
1985 .....	2.86
1990 .....	2.84

Source: Darley/Gobar, Inc.

## EXHIBIT 5

PROJECTED SCHOOL AGE POPULATION  
ESCONDIDO STUDY AREA

Year	Elementary	Jr. High School	High School	Total School Age
1970 ....	8,800.....	5,670.....	4,630 .....	19,100
1975 ....	10,730.....	7,100.....	6,530 .....	24,360
1980 ....	13,870.....	8,060.....	7,800 .....	29,730
1985 ....	18,450.....	10,000.....	8,480 .....	36,930
1990 ....	23,280.....	12,940.....	10,140 .....	46,360

Source: Darley/Gobar Associates, Inc.

## EXHIBIT 6





Escondido Taxable Retail Sales by Type of Business, 1960-1968

Type	1960 (000)	1961 (000)	1962 (000)	1963 (000)	1964 (000)	1965 (000)	1966 (000)	1967 (000)	1968 (000)
Apparel Stores	\$ 2,110	\$ 2,159	\$ 2,507	\$ 2,688	\$ 3,110	\$ 3,535	\$ 3,739	\$ 4,016	\$ 4,384
General Merchandise Stores	5,590	5,450	5,927	7,866	10,627	12,331	13,165	15,434	21,865
Specialty Stores	3,140	3,252	3,567	4,292	5,444	6,744	6,078	7,592	8,845
Drug Stores	1,081	1,165	1,470	1,499	1,676	1,573	1,705	1,887	2,371
Food Stores	2,959	3,107	3,339	3,507	3,812	4,472	4,847	5,563	6,894
Liquor Stores	808	901	954	979	1,166	1,355	1,543	1,704	1,870
Eating and Drinking Places	1,821	1,921	1,982	2,927	3,741	4,310	4,714	5,535	6,602
Home Furnishing and Appliance	1,694	1,346	1,837	2,242	2,965	3,077	3,123	3,951*	4,493
Building Material and Farm Implements	3,956	3,271	3,593	4,890	5,664	5,317	6,570	7,001*	10,035
Motor Vehicles and Supply	8,632	7,798	9,003	11,911	14,748	16,260	17,980	17,895	22,180
Service Stations	1,157	1,297	1,533	933	1,041	1,108	1,272	1,716	1,624
All Other	7,665	7,530	8,127	8,182	9,104	9,095	10,921	11,365*	13,796
TOTAL	\$40,622	39,197	43,828	51,916	63,098	69,177	75,669	83,659*	104,959

Sources: Trade Outlets and Taxable Retail Sales in California, State Board of Equalization, Annual and Quarterly Reports (1960-68).

\*Estimated by Darley/Gobar Associates, Inc.

## EXHIBIT 7





TOTAL EMPLOYMENT IN THE ESCONDIDO LABOR MARKET AND SAN DIEGO COUNTY

Industry	Escondido Labor Market				Employment in Escondido Labor Market as a % of County		San Diego County			
	Employment		% of Total				Employment		% of Total	
	1960	1966	1960	1966	1960	1966	1960	1966	1960	1966
Agriculture	1,400*	3,500*	20.0*	22.0*	10.9*	22.4*	12,300	15,100	4.0	4.1
Mining	-	-	-	-	-	-	700	500	0.2	0.1
Fishing	-	-	-	-	-	-	1,100	1,500	0.4	0.4
Construction	950	1,000	13.6	6.3	4.1	5.0	23,300	20,050	7.5	5.5
Manufacturing	550	2,000	7.8	12.6	0.8	3.3	69,450	60,300	22.5	16.4
Transportation, Com- munication, and Public Utilities	300	500	4.3	3.1	2.1	3.0	14,350	16,600	4.6	4.5
Trade	1,900	3,500	27.1	22.0	3.1	4.3	62,050	81,850	20.1	22.3
Finance, Insurance and Real Estate	200	400	2.9	2.5	1.5	1.8	13,300	21,900	4.3	6.0
Service	700	2,400	10.0	15.1	1.3	3.5	56,000	68,400	18.1	18.7
Government	1,000	2,600	14.3	16.4	1.8	3.2	56,600	80,800	18.3	22.0
TOTAL	7,000	15,900	100.0	100.0	2.3	4.3	308,950	367,000	100.0	100.0

Source: State of California, Department of Employment

\*Agriculture and Mining combined.

## EXHIBIT 8



PERCENTAGE DISTRIBUTION OF EMPLOYMENT PROJECTIONS  
Escondido Study Area

Industry	Year				
	1970	1975	1980	1985	1990
Agriculture	3.9	2.8	1.9	1.3	1.1
Mining	0.6	0.4	0.2	0.1	0.1
Construction	6.0	5.0	4.0	3.3	2.7
Manufacturing	8.7	11.6	13.9	14.2	14.7
Transportation, Communication, and Public Utilities	6.7	5.4	4.9	5.3	5.2
Trade:	(26.5)	(25.1)	(23.9)	(22.6)	(22.2)
Wholesale	3.2	2.7	2.3	2.0	1.9
Retail	23.3	22.4	21.6	20.6	20.3
Finance, Insurance and Real Estate	8.5	9.0	9.3	9.8	10.2
Services	29.6	31.0	32.0	33.3	33.8
Government	9.5	9.7	9.9	10.1	10.0
TOTAL	100.0	100.0	100.0	100.0	100.0
Percent of San Diego County Employment	4.0%	4.4%	5.1%	5.6%	6.0%
Percent of Population in Study Area	23.2%	23.3%	25.4%	27.8%	29.4%

Source: Darley/Gobar Associates, Inc.

## EXHIBIT 9





EMPLOYMENT IN THE CITY OF ESCONDIDO  
ESCONDIDO STUDY AREA AND SAN DIEGO COUNTY, 1960

Industry	City		Study Area		County	
	Employment	% of Total	Employment	% of Total	Employment	% of Total
Agriculture	280	3.4	620	6.7	15,100	4.1
Mining	30	0.4	80	0.9	500	0.1
Fishing	-	-	-	-	1,500	0.4
Construction	410	4.9	540	5.8	20,050	5.5
Manufacturing	940	11.3	1,110	12.0	60,300	16.4
Transportation, Public Utilities and Communications	430	5.2	560	6.0	16,600	4.5
Trade:	3,090	37.2	3,170	34.2	81,850	22.3
Wholesale	(490)	(5.9)	(510)	(5.5)	(12,650)	(3.4)
Retail	(2,600)	(31.3)	(2,660)	(28.7)	(69,200)	(18.9)
Finance, Insurance and Real Estate	450	5.4	460	4.9	21,900	6.0
Services	1,590	19.2	1,610	17.3	68,400	18.7
Government	1,080	13.0	1,130	12.2	80,800	22.0
TOTAL	8,300	100.0	9,280	100.0	367,000	100.0

Source: State of California, Department of Employment

## EXHIBIT 10



# **GOALS & OBJECTIVES**





## GOALS AND OBJECTIVES

Goals and objectives are statements of intent, representing the community's agreement on the future condition or direction the City should seek to achieve. To be realistic, goals and objectives should have a good expectation of achievement, and for this reason should be set only after a sound appraisal of present and expected future conditions. Goals and objectives, if supported by adequate policies and action programs, may modify the future outcome, and require the revision of prior forecasts and assumptions. The goals that have been selected are all well within the capability of Escondido to achieve if there is a determination and a continuing commitment to do so.

In accordance with the tasks outlined by the Mayor and City Council, the General Plan Study Committee launched enthusiastically into the first phase of the General Plan program. Their first task, in accordance with this program, was to identify the planning and development problems of the Escondido area, and then to begin the formulation of goals and objectives which would be used as the basis for development of the General Plan. This work of the Study Committee has been accomplished within the subcommittee framework of its organization. The four subcommittees have met independently on many occasions over a period of more than a year to discuss the development problems facing the community and to formulate and evaluate goals, objectives and development standards which will help to achieve solutions to these many problems. Each subcommittee has now analyzed the issues facing the particular area of study with which they are involved. Following this analysis each subcommittee adopted a set of recommended goals and objectives on which to base the General Plan.

The following basic goals and objectives focus on the selected major social, economic and environmental needs of the community. Many of them reflect the recommendations of the four subcommittees of the Citizens Advisory Committee for the General Plan program. It is

recommended that the Planning Commission and City Council adopt the following paragraphs as the basic official public policy statements governing the growth, development and environmental quality of the City of Escondido and its environs.

#### CONTROLLED GROWTH

Promote orderly development as a means of combating the detrimental economic and environmental effects of urban sprawl and scatteration, and to establish manageable limits to the area's population growth to insure that public and private facilities are not taxed to the breaking point. Such orderly development should also assure that density levels do not exceed acceptable ecological balance between urban and country areas.

#### COMMUNITY IDENTITY

Foster and maintain a unique visual identity utilizing and preserving the natural setting and agricultural areas for their open space and economic values.

#### CENTRAL BUSINESS DISTRICT

Strengthen the CBD as an important factor in maintaining Escondido's position as the major financial, professional, and retail center for the inland North County, as well as for its importance as an employment center. Create an identity for the CBD by promoting attractive and functional development and enhancing and expanding the existing parking facilities.

#### TRAFFIC CIRCULATION

Maintain and improve the City's network of streets so that major traffic carriers do not interfere with or destroy residential amenity or opportunities for clustered commercial activity, and yet move

vehicles more directly and conveniently to and from major destination points within the Planning Area. All future freeways for the purpose of carrying regional or interstate traffic shall circumscribe the City and a system of feeder roads shall be provided to handle City traffic free of its present boulevards.

#### VARIED COMMUNITY

Foster the availability of the broadest possible range of housing types within the Planning Area to meet the housing needs of various age and income groups and satisfy individual preferences.

#### PARKS AND OPEN SPACE

Establish a system of parks, recreational facilities, trails, paths and other open spaces in readily accessible areas throughout the Planning Area for the enjoyment and use of all segments of the population.

#### PUBLIC FACILITIES

Develop a wide range of public facilities, planned, constructed and operated to a high standard of excellence to instill a sense of community identity and civic pride. Government must set a good example in the construction of facilities.

#### COMMERCIAL GROWTH

Promote a full range of commercial development; neighborhood, community and regional shopping centers and central business district in order to ensure sound, well-balanced commercial growth that will enhance Escondido's role as commercial center of North San Diego County.

## INDUSTRIAL DEVELOPMENT

Establish and promote the present industrialized area along Mission Road into an exclusive industrial location as a means of creating new employment opportunities and enlarging and diversifying the City's tax base. Adopt strict anti-pollution controls governing the type of industry permitted in this area and enforce such controls over all industrial operations to ensure that a minimum of air, noise, and water pollution result from such operations.

## VACATION AND RECREATION CENTER

Strengthen Escondido's position as a vacation and recreation center by providing accommodations and facilities for the tourist as well as the resident of Escondido.

## QUALITY OF LIFE

Maintain and promote the environmental quality of the Escondido area by developing and enforcing adequate safeguards against all forms of pollution and by measures designed to preserve the natural setting and ecological balance of the area so vital to the fostering of the quality of life of which Escondido is so justly proud.



# **ASSUMPTIONS**



## ASSUMPTIONS

Assumptions can be described as a set of suppositions regarding the future, expressed in terms of the most probable effects of natural conditions, and of public and private actions that have already been set in motion, or that can be expected to appear within the time scale of the Plan. The preparation and the contents of the Escondido General Plan are based upon assumptions that certain events will occur, and that the residents of the Planning Area consciously desire and will allow these events to occur. The three major assumptions which have governed the preparation of the Plan are:

### POPULATION GROWTH

The Escondido Planning Area, due to the natural advantages of climate, location, and environmental attractiveness it enjoys, will continue to increase in population at a relatively rapid rate to a level of over 160,000 people by 1990 (increase in population). The Escondido area, however, should grow slowly and carefully to provide good planning and retention of the environmental qualities that have attracted people for the last twenty years. Implied in this assumption is the provision of sufficient water to meet the area's future needs, and the solution of the City's sewage disposal problems.

### ECONOMIC GROWTH

Escondido will continue to act as the major retail, administrative, and cultural center for the inland North County region, and will continue its industrial and commercial growth as indicated by the Economic Projections contained in the Economic Base Study prepared by Darley/Gobar Associates as a basic supporting document for this General Plan. Part of this growth should reflect the development of the San Diego Wild Animal Park into a large scale attraction for visitors from outside the Planning Area.

## ENVIRONMENTAL QUALITY

Escondido's natural environmental setting of rugged hills, beautiful citrus and avocado groves, and vineyards can and will be preserved through public awareness and concern for the environment in which they live, and this awareness and concern will extend to the enhancement of the urban environment.



**LAND USE**



## LAND USE

Land is one of Escondido's most important basic resources; it is a resource which cannot be increased in quantity. The demand, however, is constantly increasing. Therefore, the use of land must be carefully planned and managed.

The land use element of the General Plan designates the general locations, the amount, and the extent of residential, commercial, and industrial land uses. These uses are arranged and coordinated to create a desirable environment for people.

Land use allocation in the General Plan is based on the knowledge of past and present physical, social and economic conditions. Data concerned with how and to what extent the land in the Escondido Planning Area is currently being used have been gathered and analyzed. Statistical information about the people of Escondido has also been gathered to determine age, family size, income, etc. By analyzing past and existing conditions indentifying the forces and trends, certain forecasts are possible. These forecasts serve as guideposts in determining future distribution of land use.

Exhibit 12 indicates the amount of land within the planning area devoted to the various classifications of land use in January, 1969. Slightly less than 38 percent of the developable land within the planning area was developed or in agricultural use, while approximately 62 percent remained undeveloped or unused. Exhibit 11 is a generalized map of the distribution of existing land use.

Plan projections indicate, by 1990, 62 percent of the Escondido Planning Area will be developed, with 38 percent remaining vacant, in agricultural use or unusable. Thus by 1990, the Planning Area will not have reached full development and the provisions of the 1990 General Plan reflect only a stage along the way to realization of full development.

The General Plan is concerned, among other things, with the arrangement of major categories of land use as a means of preserving the integrity and amenity of residential neighborhoods, as well as the economic viability of industrial areas and commercial activity centers. The Plan expresses land use policy in terms of broad land use categories which indicate the predominant uses of land to be achieved. It is to be recognized that these major categories are not intended as exclusive designations and that auxiliary uses, such as churches within residential categories, may be permitted.

Moreover, the land use designations are not to be confused with zoning categories, which portray more precise statements of City policy than the General Plan and also, unlike the General Plan, are established by duly enacted City ordinances. Undoubtedly present zoning provisions will need to be amended once the General Plan is adopted in order to accurately express City land use policy, but zone classifications (and permitted uses within present zones) are not changed solely by virtue of any action taken to adopt the General Plan.

It is not the intent of the General Plan to exclude uses not specifically mentioned in any given land use category which are inherently compatible with that category, nor is it intended to exclude less intense uses which are compatible with any given category. For example, it is not intended to exclude professional uses from the central business district or major shopping center categories, or schools, churches, fire stations and neighborhood convenience centers from residential categories. The following matrix (Exhibit 13-A) indicates existing zoning categories considered consistent with the land use categories depicted on the General Plan Map.

Within the provisions of the General Plan many different concepts for development have been included. These concepts when integrated properly, and in keeping with the particular social, economic and environmental situations of a community, form the basic structure of

the proposals for future development contained in the General Plan. Upon this basic structure are built the many, more detailed proposals which complement these basic ideas. The following paragraphs explain the reasoning behind the basic concepts for development incorporated into Escondido's General Plan.

## RESIDENTIAL AGRICULTURAL

Escondido's climate, particularly its lack of frost, enables this area to produce two important agricultural commodities, avocados and citrus crops, which cannot be grown in most of the rest of the United States. These crops are grown in the area surrounding the City where they provide a beautiful agricultural setting. In addition, agriculture is a major source of employment in Escondido and it supports one of the area's major industries - the food processing industry. The preservation of agricultural lands as a means of maintaining the economy of the Planning Area, providing jobs for people close to their homes, and preserving the beautiful agricultural setting of the area, are among the major goals of the General Plan. When urban development becomes scattered in the search for cheaper land, for amenities of open space, and for simple acquisition procedures that come through dealing with large single ownerships, agricultural visibility is weakened and sometimes destroyed. This is brought about by increased taxes on surrounding agricultural lands and interference with efficient fertilizing and pest control operations. Therefore, the Plan indicates containment of urbanization to an area large enough to meet foreseeable needs, but which will not intrude unnecessarily into the economically productive agricultural lands.

The residential agricultural areas have been established to provide areas in which agricultural pursuits can be encouraged and supported within the municipality. They are designed to protect agricultural uses from encroachment by urban uses. The projected density for residential agricultural areas is 1 to 2 units per each 10 acres.



## RESIDENTIAL

In order to offer all residents of the Planning Area greater choice with respect to housing type, location and cost, residential land use provisions are measured in terms of maximum densities. The old rigid pattern, stemming from uniform standardized zoning and subdivision ordinance requirements tended to produce a monotonous physical environment composed of homogeneous dwelling units. This pattern in made more flexible, and greater variety in housing types is possible through the use of density policies. The General Plan is expressed in terms of five residential densities.

If fully developed in these maximum densities, the residential land use pattern could accommodate approximately 236,000 persons not including any further lateral extension of urban development that may occur upon annexation of areas presently beyond corporate City limits (Exhibit 14). This is more than 60,000 people greater than Darley/Gobar's 1990 higher population projections for the Escondido Planning Area, and reflects the fact that probably not all of the area will be fully developed by 1990.

High density residential areas, composed mostly of apartments, are located in the northern edge of the Central Business District as well as adjacent to the commercial areas along Valley Parkway. These locations were chosen to assist in supporting the major commercial centers by providing substantial concentrations of potential consumers in close proximity to them, as well as providing accessible shopping for a large number of people. In this way these areas mutually reinforce one another. Approximately 565 acres have been set aside for high density residential living which, at an average density of 69 persons per net acre, should accommodate 39,000 people.

The medium density residential area, which should comprise a wide range of housing types from single family units to a heavy accent on

multi-family units, is located in the older section of the City and in areas adjacent to industry. In some of this area are relatively large numbers of old and/or dilapidated structures which, from an economic standpoint, should be considered for removal and replacement with new and perhaps higher density structures in the next few years. The proximity of the medium density residential area to the Central Business District and the convenience this provides is a further reason for the choice of this location. The medium density residential area indicated on the General Plan map occupies approximately 1,190 acres, which at an average density of 40.5 persons per net acre should provide room for 48,200 residents.

The low density residential land use category is generally located in the outlying level areas of the valley floor. Units within this category would typically be single-family in character, some clustered and multi-unit structures would also be desirable provided that the overall density level was not significantly affected. This land use category occupies more land than the high and medium density areas due to the extensive land requirements of this form of development and the proportionately high market demand for the predominant dwelling type normally found there. There are approximately 4,940 acres of low density residential on the map, which would accommodate around 121,000 people at an average of 24.5 persons per net acre.

The General Plan's recommendations for a Low Low Residential density has very special implications for the creation of a unique environmental quality in the area around Escondido. The beautiful avocado and citrus groves found on the gently undulating topography a short distance from the Central Business District provide luxuriant growth and interesting land forms which form a unique atmosphere for living. The loss of either of these attributes through cutting down the groves or large scale grading of the hills would unnecessarily destroy this unique environment. It is an important part of this Plan, and a vital necessity to the maintenance of Escondido's identity and quality, that these areas be developed in a manner designed to

preserve those features. The reduction of the density of urban development to 2 or less dwelling units per net acre is a necessary part of the protection of these areas. The plan provides 6,220 acres of Low Low Residential development which would accommodate about 24,900 persons at 4 persons per net acre.

The Rural Residential density category was established in 1981 in response to numerous requests for consideration of annexation in the outlying portions of the General Plan Planning Area. In several cases, the requests included a proposal for extending the planning area beyond the ridgeline boundaries originally established by the City. Existing Land Use designations in these areas are generally Residential Agriculture or one of the Open Space categories, such as Steep Slopes or Undeveloped Rangeland. None of these categories offer sufficient development potential to justify provision of urban services, yet severe topographic constraints and limitations on the extension of existing utility systems may not warrant development at conventional urban densities. The Rural Residential category was established to provide a means of evaluating the potential for limited development on severely constrained property. Limitation to one unit per acre would also preclude the necessity of evaluating and planning for densities of development that may be artificially high. The Rural Residential category was not initially applied to any specific property within the City, but was intended to be used in conjunction with annexation requests.

The following policy statements relating to residential development are recommended for adoption as part of this plan:

- Foster flexibility and innovation in subdivision design and housing type.
- Encourage a mix of housing types and densities within planned developments in accordance with the provisions of the General Plan, provided that a high quality is ensured and all necessary

amenities and residential facilities are provided.

- Adopt a "density policy" for new residential areas as an alternative to employing lot size policies as a guarantee of quality, and in order to cluster units where they will preserve features of the terrain, conserve land, and provide for open space and green belts.
- Encourage and provide incentives for higher residential densities in and adjoining the downtown area.
- Encourage in housing and building codes such programs as may be required in areas where deteriorating conditions suggest public action is necessary and timely.
- Study measures for the adoption of policies, programs and techniques to encourage adequate housing for all socio-economic levels in desirable residential environments.
- Encourage fully desirable residential neighborhoods by connecting home areas directly with parks, trails, bicycle paths and nature areas by separating thoroughfare auto traffic from living areas, and by creating a citywide system of pathways, particularly in new perimeter areas.
- Maintain and enhance the policy that all utilities be placed underground in new subdivisions, that procedures be adopted to convert existing overhead lines to underground status, and that all new developments in existing overhead utility areas be designed so as to be convertible to underground hookups when full undergrounding is achieved at a later date.
- Provide locational policies and standards for mobile home parks to prevent indiscriminate location of mobile home facilities throughout the community.



- Place all types of dwelling units carefully on their sites so as to provide adequate usable outdoor living space. Buildings shall be related to one another, to streets, and to topography to create interesting spaces.
- Buffer residential areas by landscaping, back-up, lot treatment, open space, major streets, etc., from commercial and industrial areas, and from railroad tracks.
- Design residential areas to avoid fronting on major streets. The use of frontage roads, lots backing up to the thoroughfare, loop streets, and cul-de-sacs shall be encouraged.
- Do not allow houses to be built in unsafe areas, such as locations subject to flooding, areas too steep to develop, sites made unstable when graded.
- Encourage private action to achieve high level maintenance of property.
- Education, safety checks, cleanup campaigns, and contests on design are instruments that can be used to help assure good maintenance.
- Locate mobile home parks on or with direct access to major streets.
- Discourage severe benching in hill areas.
- Avoid unnecessary stripping of natural foliage in all residential development.
- Require the planting of street trees in all residential areas. Where desirable stands of trees already exist, in hilly terrain,



and in very low density areas, the spacing, pattern and nature of street tree plantings may vary from that in other areas, depending on the character of the setting.

- Densities within the Low, Medium, and High Residential categories may be increased for projects providing rental housing for lower income elderly residents. At least 25% of which will be occupied by or available to seniors of moderate income or less as defined by Section 50093 of the Health and Safety Code.

## COMMERCIAL

The major commercial centers in Escondido include the Central Business District, including the Midtown Plaza Shopping Center; the East Valley Parkway commercial strip, focused on the Escondido Village Mall; and the West Mission Avenue area.

Each of these represents a sizeable investment and land area commitment, as well as opportunities for employment and City tax revenues. Furthermore, they draw customers from a large market area extending beyond the boundaries of the Escondido Planning Area. This provides a further boost to retail sales and adds additional sales tax revenues to the City's treasury. It is in the City's interest to reinforce these commercial areas by making adequate provisions for the growth of the existing centers. For these reasons the General Plan has expanded the boundaries of commercial development around the existing centers.

A new commercial center is proposed in the form of a 1.1 million square foot regional shopping center adjacent to Kit Carson Park. It will include major department stores, retail mall shops and a community activities area. The center will be designed to harmonize with the unique park setting and nearby Lake Hodges, while revenues from the center will assist in developing the park.

The need for this center has resulted from the continuing high growth rate of the inland North County region. The proposed facilities will complement Escondido's existing commercial centers by drawing additional customers to the City from surrounding communities. While the regional center will feature major department stores, the existing commercial centers provide more specialized goods and services, and are the principal areas for financial and office services.

Highway-oriented commercial activities, which include such things as motels, eating places and gas stations, are primarily located along existing Escondido Expressway (395). Only two highway-oriented commercial locations are proposed along the new Interstate 15. This has a twofold purpose, 1) by limiting the number of new commercial activities along new Interstate 15, the existing and future commercial activities along Escondido Expressway will be kept in a more competitive position, 2) by locating these new commercial activities at critical points along new Interstate 15 they can act as magnets in drawing business to the entire business community. Through proper freeway signage and ramping this can become a great asset to the City.

Although the locations of neighborhood convenience centers have not been shown on the General Plan map, they should be considered compatible with most levels of residential development. These centers should be located and designed so as to provide a daily shopping convenience for nearby residents without the necessity of relying on the automobile or other forms of transportation, yet not represent an intrusion or distraction within the neighborhoods. They are not intended and should not be designed to compete with major or regional shopping centers, and should not be close enough to compete with each other. They should be located along Collector or Arterial streets so as not to interfere with local traffic, and should be restricted to one corner of an intersection to facilitate pedestrian and vehicular traffic. Adequate off-street parking must be provided, and landscaping and design treatment must be sufficient to enhance the surrounding residential areas and protect them from any nuisances or undesirable impacts generated by these centers.

The following policy statements related to Commercial Development are recommended for adoption as part of this Plan.

- Cluster or group all commercial uses into centers or, where applicable as indicated on the General Plan map, they shall be clustered or grouped in highway-oriented commercial areas. Uses

typically found in neighborhood, community and regional commercial areas shall be clustered in shopping centers rather than spotted in isolated areas or strung along commercial strips.

- Buffer commercial uses from surrounding streets and uses by means of curbs, islands, landscaping, fencing and backup development.
- Conceal from sight loading docks, trash collection areas, and other unsightly areas.
- Use numerous trees and ample landscaping around and within commercial areas to break up the monotonous and barren look of parking areas.
- Require beautification of commercial development through site design, control of building arrangement, facades, signs and landscaping and by fostering the use of attractive landscaping and art objects.
- Locate, design and regulate all commercial activities so as to benefit from the access afforded by major streets without impairing the efficiency or operation of these streets. Points of access shall not be allowed too near intersections, but shall be located at an appropriate distance from intersections and shall be adequately spaced to avoid friction and conflict. When desirable and applicable, all types of drive-in commercial facilities, especially gas stations and other such uses located on corners, shall back up to rather than front on streets, providing side or rear access and rear parking.
- Locate shopping centers on only one or, at the most, two quadrants of an intersection. Other corners at commercial intersections can be developed for public or quasi-public uses (such as schools, churches, attractively housed utility



installations). These corners can even be used for other non-commercial uses (such as single family homes with back-up lots or frontage roads, or apartments with access designed to avoid intersection congestion).

- Discourage competitive retail commercial uses from locating adjacent to or near shopping centers. Such competitive uses shall be encouraged to locate within existing shopping centers or in new centers at an appropriate distance, commensurate with the size and density of the market area served. Some complementary commercial uses may be allowed to locate around a regional or a community shopping center if the streets in the area can adequately handle the added traffic generated, and if controls are enforced to prevent the center and its related uses from stripping out. Complementary commercial uses might include professional and office uses, motels, etc.
- Encourage the use of shopping centers as focal points for residential areas by careful selection and control of location and access. Cultural facilities, libraries, exhibition space, meeting rooms, and space for outdoor exhibitions shall be included within centers when appropriate. Also, adequate pedestrian access to centers shall be provided.
- Encourage churches, service clubs, and other quasi-public uses to locate adjacent to commercial centers to share parking facilities and to help establish these areas as focal points.
- Design shopping areas as a comprehensive unit with adequate room for expansion. Where a gas station is part of a shopping center or other commercial development, it should be of similar building material, texture, and design. Office and professional uses, if properly designed, may locate in any shopping center.



- Encourage auto-oriented commercial areas to develop in depth rather than width to provide adequate room for parking, buffering, etc.
- Control access to auto-oriented commercial areas by use of median strips, frontage roads, and through other means to assure safety and to minimize traffic conflicts.
- Regulate signs in auto-oriented commercial areas so as to provide adequate identification of stores and merchandise without being visually offensive by being oversized, gaudily colored, overly animated or illuminated with blinking or flashing lights.
- Apply conventional commercial zone regulations already in the zoning ordinance only for expansion of areas originally developed under such ordinances; establish new commercial zone regulations for application in newly developing commercial areas.
- Develop and implement new special zoning districts for shopping centers, highway commercial, central business district, etc. New shopping center zones shall be of a "planned deveopment" type requiring a development plan (one that shows building locations, parking, signing, and other design features).
- Review new commercial zoning in one or two years, and, if at that time development has not occurred, proceedings may be initiated to change the zoning to a more appropriate category.
- Encourage removal of outdated, nuisance, or incompatible buildings to provide parking areas and open space, to enhance remaining uses, or to make room for new uses compatible with the General Plan.

- Require removal of gaudy, oversized and otherwise non-conforming signs, following an adopted amortization schedule based on age and original cost, and do not permit flashing and blinking signs or signs on public facilities, benches, or other street furniture.

Encourage provision of landscaping and street trees to help beautify older commercial areas.

## INDUSTRIAL

The General Plan does not distinguish between the various levels of industrial activities. Only one classification is used because of Escondido's rather homogenous industrial character. For the most part, Escondido only has light industrial uses. It is recommended, however, that a thorough zoning study be conducted on the entire industrial area in order to establish more logical and compatible zoning districts than exist today.

The old concept of progressive zoning which allows all uses which appear in a less intense zone to be included in more intense zones has created many undesirable and incompatible situations. Zoning that is mutually exclusive, that is, zones that have their own list of uses and do not allow the mixing of light and heavy industrial uses should be encouraged.

Industrial land uses are located in a linear alignment along Mission Road where the pattern of industrial uses has already begun. The flat topography, large parcel sizes, amount of vacant land, and accessibility to freeways and railroad make this a desirable industrial area. The area south of Grand Avenue that is currently zoned industrial has not been included because of the lack of industrial uses presently in the area and the typically small lot sizes.

The following industrial policies are recommended for adoption as part of the General Plan:

- Concentrate industry in specific areas rather than scattered around the planning area. Encourage well-designed industrial park development for this area.

- The danger of pollution to the environment being recognized, industries requiring large quantities of water or industries creating noxious or nuisance conditions shall be prohibited.
- Locate industrial areas (especially freight terminals) close to freeway and thoroughfare interchanges to minimize heavy industrial traffic flow through urbanized areas. Access points to sites shall be designed to minimize interruption of traffic flow on streets, freeways and interchanges, and shall be attractively designed and landscaped.
- Provisions shall be adopted by the City to require that industrial development be appropriately screened and landscaped to achieve an attractive and desirable industrial area.





# PREDOMINANT LAND USE -- 1968

OPEN SPACE      SINGLE FAMILY      MULTIPLE FAMILY      INDUSTRIAL  
RESIDENTIAL AGRICULTURE      MOBILEHOMES      COMMERCIAL



PLANNING DEPARTMENT  
CITY OF ESCONDIDO, CALIFORNIA



GENERAL PLAN PROGRAM  
ESCONDIDO PLANNING AREA

## EXHIBIT 11



PLANNING AREA  
EXISTING LAND USE  
January, 1969

Land Use Classification	Land Use Acres	% of Total Planning Area	% of Total Developed Area
Residential	3,263	7.9	20.9
Low Density	2,816	6.8	18.0
Medium Density	326	.8	2.1
High Density	121	.3	.8
Commercial	356	.9	2.3
Industrial	191	.5	1.2
Public & Quasi-Public	1,774	4.2	11.4
Streets & Highways	1,930	4.7	12.4
Agricultural	8,077	19.5	51.8
Vacant or Unusable	25,734	62.3	
TOTAL	41,325	100.0	100.0

## EXHIBIT 12

PLANNING AREA  
PROJECTED LAND USE - 1990

Land Use Classification	Land Use Acres	% of Total Planning Area	% of Total Developed Area
Residential	(12,915)	(31.3)	(49.4)
Low Low Density	6,220	15.0	23.8
Low Density	4,940	12.7	20.0
Medium Density	1,190	2.2	3.4
High Density	565	1.4	2.2
Commercial	664	1.6	2.5
Industrial	718	1.7	2.7
Public & Quasi-Public	3,492	8.4	13.4
Streets and Highways	5,333	12.9	20.4
Agricultural Residential	3,052	7.4	11.6
Vacant or Unusable	15,151	36.7	-
TOTAL	41,325	100.0	100.0

## EXHIBIT 13





# COMPATIBILITY MATRIX

GENERAL PLAN DESIGNATION	CURRENT ZONES															
	AA-5, 10	RE210 to RE40	RE-30, 20	R-1-20 to R-1-15	R-1-12 to R-1-6	R-T	A-2-6, 7, 8	A-2-9 to R-2-15	R-3-18 to R-3-22	A-4-23 to R-4-30	H-P	C-6	CBD	C-P	C-T	C-M
low, low density (1-2 du/acre)	●	●	●	●											○	
low density (up to 7 du/acre)	○	○	●	○	●	●	●								●	
medium density (up to 15 du/acre)	○	○	○	○	○	○	○	○							●	
high density (up to 30 du/acre)	○	○	○	○	○	○	○	○	○	○					○	
CBD		●		○	○	○	○	○	○	○	○	○	○	○		
GENERAL COMMERCIAL				○	○	○	○	○	○	○	○	○	○	○		
HIGHWAY ORIENTED	○	○	○	○	○	○	○	○	○	○				○		
PROFESSIONAL				○	○	○	○	○	○	○	○			○		
INDUSTRIAL															○	
ALL OPEN SPACE DESIGNATIONS	○	○	○												○	
agriculture (up to 100 1-2 du / 100 acres)	○	○													○	
Rural res (up to 1 du/100)	○	○													○	

## LEGEND

- Zones considered compatible with G.P. designations.
  - Zones which may be compatible in certain circumstances.
  - Zones normally considered incompatible.
- (1) Section 1051.2 limits use of the A-S Overlay Zone to the CBD, C-T, and M-1 zones.

## EXHIBIT 13-A









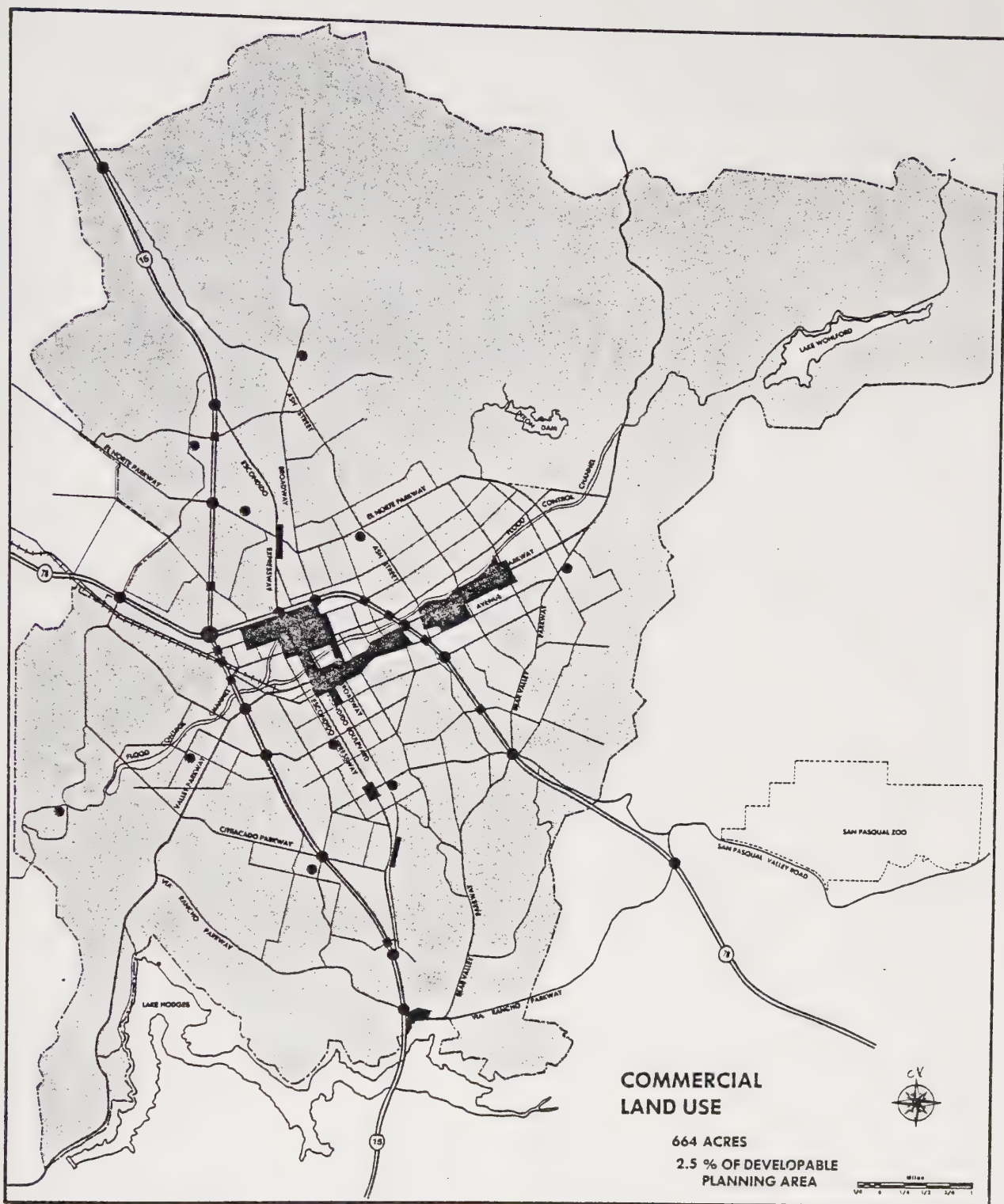
## RESIDENTIAL DENSITIES

	Max. DU's/ Net Acre	Av. Pop./ Net Acre	Av. Site Area/DU
Rural Residential	Up to 1	3	1 acre
Low Low Density	Up to 2	4.6	1/2 acre
Low Density	7	24.5	6,000 sq. ft.
Medium Density	15	40.5	3,000 sq. ft.
High Density	30	69.0	1,500 sq. ft.

## EXHIBIT 15







**EXHIBIT 16**







**PUBLIC FACILITIES**





## PUBLIC FACILITIES

Standards for the provision of public facilities have been developed through consultation with various commissions, committees and staff officials responsible for each facility. State-wide and nation-wide standards developed by recognized associations have been referred to and modified where necessary to suit local conditions. These modified standards have provided the basis for the public facility locations and designs contained in this Plan.

### SCHOOLS

The responsibility for providing the necessary school facilities rests primarily with the individual school districts. However, the City of Escondido has the responsibility, through the General Plan, to assist school boards in generally locating school facilities with respect to anticipated future residential development and to the characteristics of the future population.

The Escondido planning area is now served by a single elementary school district since it was decided on December 9, 1969, through an election, to annex the Orange Glen School District to the Escondido Union School District. This district now has jurisdiction over 10 elementary schools (grades K-6) and 3 junior high schools (grades 7-8) within the planning area. In addition, there are 4 elementary schools and 3 junior high schools proposed by the district. By 1990 it is estimated that there will be 25,725 elementary school age children and 6,544 junior high school age children within the planning area. Based upon current State educational standards of 700 pupils per elementary school and 800 pupils per junior high school, the Escondido area will require an additional 26 elementary schools and 5 junior high schools to accommodate this projected enrollment increase.

At the high school level the planning area is served by the Escondido Union High School District. Presently there are two high schools located within the planning area and a third is proposed for construction by 1971. Darley/Gobar Associates, Inc. projects the 1990 high school age population to be 11,387. Using current State educational standards of 1,800 enrollment for each high school, it will be necessary to build at least 4 additional high schools by 1990.

The General Plan map indicates all of the existing schools and the schools which are proposed for development by the districts. The map also suggests additional areas in which future school sites will probably be needed by 1990 based on the population projections and upon the land use pattern of the General Plan.

In addition to the primary and secondary education facilities serving the Escondido Planning Area, Palomar Junior College is situated just to the west of the planning area. Adequate service is presently being provided by Palomar Junior College and is anticipated, with appropriate expansion, to fill the need through 1990. However, the General Plan recognizes the need and advantages of having a four year state college located within the Planning Area. If located here, besides fulfilling the higher educational needs, it would add prestige and provide additional cultural and recreation opportunities. The General Plan does not provide an area to accommodate a state college but does recommend that a site selection study be coordinated with the state at the earliest possible time.

## OPEN SPACE

Continuing technical advances which supply people with better goods and services and more income, also provide more leisure time for recreation. The average work-week is constantly decreasing, and the number of paid holidays and vacation days is increasing. Three-day weekends are now common. This trend is expected to continue at an increasing rate. This means that many people will have increased quantities of leisure time, much of which will be used in pursuit of some form of recreation. Larger and more extensive recreation facilities will be required and greater demands will be placed on local government to fill these requirements.

## PARK STANDARDS

The park standards adopted by the Citizens Advisory Committee, (Exhibit 20), although very commendable, are somewhat high and only the wealthiest of communities could afford the required expenditures necessary to provide the required land and facilities. The General Plan does indicate 700 acres for in-city parks and 950 acres for regional parks. Considering the large areas of natural open space surrounding the City of Escondido, this allotment should prove sufficient.

The types of parks and recreation areas recommended by the General Plan are: Neighborhood parks, Community parks, City-wide parks, Regional parks, Golf Courses and Trails.

## NEIGHBORHOOD PARKS

Neighborhood park and recreation facilities should serve primarily the needs, outside of the home, of pre-school and elementary school age children of the immediate neighborhood - an area equivalent to the service area of an elementary school. They should consist of a

playground (5 acres minimum), small park (2 acres if adjoining a playground, playfield or school; 5 acres otherwise), indoor center, and a tot or play lot (2,000 - 10,000 square feet). Preferably all facilities should be on one site contiguous to an elementary school. Alternatively, or in suitable combination with such a facility, accommodation should be made for senior citizen facilities where the characteristics of the neighborhood population so warrant.

Occasionally neighborhood facilities may be combined in one complex with community facilities, but only when conflicting functions are separated by appropriate site planning measures.

#### COMMUNITY PARKS

Community recreation and playfield facilities should provide primarily for the recreational needs of older youths and adults, with limited facilities for younger children. The community facility should serve an area equivalent to an intermediate or high school service area. Community recreation facilities should consist of a playfield (12-20 acres), a community park (optional), and an indoor center. Other specialized facilities such as tennis courts, swimming pools, handball courts, etc., may be provided within a community recreation center. These facilities should be on one site contiguous to a junior or senior high school, and should be situated on or convenient to a thoroughfare street. A community facility may serve as the neighborhood facility for the population closest to it, providing there is enough land available to handle both functions adequately, and if the functions of each are separated as needed. When feasible, community recreation and playfield facilities should be located in conjunction with valuable landscape features so that landscape and recreation values of the latter may be accessible. Where appropriate, provisions should be made for Senior Citizen activity centers.

In addition to the existing community parks and recreation facilities at Felicita Park and Washington Park, the General Plan recommends the



use of the area below the Escondido Creek drainage channel as a good park site, and another site near Escondido High School in the northern section of the community.

#### CITY-WIDE PARKS

City-wide park and recreation facilities serve the entire City or a larger area. They afford contact with nature and offer a unique variety of outdoor recreational activities not found in neighborhood and community facilities.

A city-wide park and recreation facility may serve as a neighborhood park or community recreation facility for the population closest to it, if sufficient area is available to meet both local and city-wide requirements, and if functions of each are separated as needed. When feasible, city-wide park and recreation facilities should be located in conjunction with valuable landscape features so that the features of the latter become accessible to all. City-wide parks should have enough space to allow for fairs, exhibits, public gatherings and large public events, and for senior citizen activities.

Certain highly specialized recreation facilities such as squash courts, lawn bowling courts, a band shell, etc. may be provided within a city-wide recreation center if sufficient support for them is demonstrated. Grape Day Park is an example of a city-wide park.

#### REGIONAL PARKS

Regional parks serve an area larger than the entire city and may serve several cities plus visitors from distant places. They afford contact with nature and wilderness areas and other outdoor recreational resources not to be duplicated in kind or size elsewhere within the planning area. In general, they are relatively large, in excess of 200 acres, at least fifty of which are usable, or if smaller, are of historical, unusual geographic, cultural, or recreational interest to a broad spectrum of the population.

The Water Company lands around Dixon Dam and Lake Wohlford as well as the San Diego Wild Animal Park and Lake Hodges are suggested to serve as regional parks for the benefit of the people of Escondido, San Diego, San Marcos and adjoining communities. Regional parks may also include a zoo, botanical garden, museum, golf course or outdoor theater. Regional parks may be looked upon as a source of economic gain from tourists. To the fullest extent possible regional parks should become self-supporting facilities and/or be maintained by a county special district or State agency rather than the City.

#### PATHWAYS AND TRAILS

Pathways for pedestrian, bicycle paths, greenways and trails should become an integral part of the City's circulation system and of its park, recreation and open space system. Provisions for each should be considered in the design and development of public properties and land subdivision.

Creekbeds and canyons should be considered primarily for ultimate public ownership. A natural condition should be maintained along waterways, and flood control measures, if required, should conform to high standards of beauty and should not destroy existing natural beauty.

Pedestrian and bicycle pathways should be located and designed to separate and screen out auto traffic and to ensure safety and amenity. Where feasible, bicycle pathways into and through the City may be designed as a part of a parkway or flood control right-of-way.

The General Plan map designates areas, principally to the northeast of the City, within which it is expected that little or no development will occur due to steepness of slope (over 35%) or the ruggedness of the terrain and lack of good access. This land has only a limited recreational value. However, it does provide an attractive valley

setting for the City of Escondido and it affords visual relief from continuous urban development.

The following policy statements regarding parks and recreation are recommended for adoption as part of this Plan:

- Create a park and recreation system that includes a sufficient diversity of areas and facilities to serve effectively a population with varied characteristics, needs and interests.
- Combine and link major open space elements to form visual and physical separation between major sectors of the urbanized area, thereby relieving the monotony of continuous urban development. Canyons should be used as buffers between built-up areas, as supplements to adjoining parks, and as nature reserves, trails or scenic greenbelts.
- Do not consider areas designated for open space purposes as a reserve for future urban uses. In cases where an over-riding public purpose requires the taking of open space land, compensation should be made for the area taken by the provision elsewhere of equal or better land and facilities. Purchase of new land should be accomplished prior to taking any existing open space land.
- Locate and design park, recreation and open space uses to protect and enhance surrounding environments and property values. Large parking lots, active recreation areas, and activities requiring night lighting shall be screened or located so as to create no nuisances for adjoining neighbors.
- Make provisions for bicycling and walking throughout Escondido. Subdivisions, new streets, parkways and greenways should be designed to foster the pleasant and safe movement of people who bicycle or walk.

- Preserve the open space nature of the hills surrounding the study area to provide the area with a pleasant environment and character.

## LIBRARY FACILITIES

Libraries of all types should be located in areas of high intensity of use where people congregate during library hours. An area where there is pedestrian traffic, such as a Civic Center or neighborhood Shopping Center, is desirable. A 70,000 square foot main library - museum - art center is proposed for the Civic Center site. When population concentrations warrant, branch libraries should be established.

Branch libraries should serve a population of 25,000 to 30,000, should have 25,000 to 35,000 books, and should provide a minimum of 75 seats. The General Plan does not attempt to locate branch libraries, however, the criteria above and the network of freeways and arterial roads, which divide the community into many segments will be the determinants in such location.

## FIRE PROTECTION

The City currently has two fire stations, one located at the eastern end of the City and the other centrally located. As the City continues to increase in population and grow in area the need for additional, strategically located facilities will arise. Exhibit 22 indicates the location of four additional facilities to adequately serve the anticipated need.

## CIVIC CENTER

The proposed construction of a civic center adjacent to Grape Day Park is reflected on the General Plan. In addition to the City administrative offices, this facility will also contain cultural and recreational facilities such as a new main library, a public auditorium, a community center and a senior citizens' facility.



In late 1968, the City Staff developed a space needs study for various facilities proposed to be located within a Civic Center Complex. In addition to the City administrative offices, cultural and recreational facilities such as a new main library, a public auditorium, a community center and a senior citizens' facility were considered.

In March, 1969, the City Staff compiled a "Civic Center Site Selection Report" which was submitted to the Public Facilities Subcommittee. This report set forth a summary of the space needs for various facilities within the Civic Center Complex projected to the year 2000. This summary is as follows:

See Exhibit 23

Based upon these projected needs for building space and a calculated parking requirement on a ratio of four to one, the staff analyzed six potential Civic Center sites. The Public Facilities Subcommittee reviewed these potential sites and recommend the Grape Day Park site. However, subsequent bond issues for construction of such facilities failed, and in November 1971, the citizens voted to retain Grape Day Park as a perpetual park site. To date, no new site has been selected.

#### UTILITIES

In March, 1967, Leeds Hill Associates prepared a design report for storm drainage facilities for the City of Escondido. Their study indicated that with the completion of the channelization of the Escondido Creek and its principal tributary, Reidy Creek, throughout the Escondido Valley, the City could embark upon solving its local drainage problems. The comprehensive Escondido Creek Flood Control Project may be considered as the main trunk element of the total



system required to provide protection to all lands within the valley from storm water runoff. The projects proposed in this design report in conjunction with existing drainage facilities, will provide the collection system necessary for completion of the total, overall system.

Study of Escondido's future storm drainage facilities shall be undertaken to insure that alternate design to the present all-concrete system are fully evaluated as a means of preserving such ecological factors as plant and wildlife communities as well as water table and percolation needs.

Much of this proposed system has, and is being implemented through the City's five year capital improvements program. As all designs were based upon ultimate land development as indicated by the City's 1962 General Plan, it is imperative that they be re-evaluated in light of the new General Plan.

The City's sewerage system consists of a pipeline collection system and two sewage treatment plants. One plant is located in the western extreme of the City and the other in the southern extreme. Presently the western plant is releasing the liquid effluent into Escondido Creek, an operation which will have to cease within a year. Some new system will have to be developed if additional population is to be adequately served and accommodated. This system shall be designed for the least ecological damage consistent with human needs and should include consideration of the following criteria:

Recycling of water and waste, no overflow into rivers or creeks and the ultimate goal of a closed-cycle tertiary system. No overflow into lakes or oceans shall violate the standards of the Regional Water Quality Control Board.

The local sewerage system, like the storm drainage system, needs further study based upon the land use provisions of this plan.

Additional land needs for the treatment plant should be studied and should take into account recent progress made in reaching regional solutions to the regional sewage problem.

The following policy statements are recommended for adoption:

- Provide sufficient space to facilitate inter and intra departmental coordination, while assuring the proper implementation of demand governmental services.
- Locate the facility so that it will be accessible to the greatest number of people and able to serve the public efficiently and effectively.
- Locate administrative facilities so that they will be integrated with, not isolated from, other offices that use governmental services often.
- Situate the facilities so that they will create a community image and enhance the symbolic importance of government as representative of the democratic process.
- Develop a library system able to better fulfill the general cultural, educational, informational and recreational needs of the public, as well as the need for specialized research.
- Establish a sufficient number of branch libraries when population warrants, and explore the possibilities of using the junior and senior high school libraries for public library use.
- Acquire library sites in advance of need to insure proper location of such facilities, and to take advantage of lower land costs.

- Design libraries to enhance the visual identity of an area while facilitating possibilities for social interaction.
- Create a broad variety of social and cultural facilities that will fulfill the needs and enrich the lives of the urban community.
- Group social facilities, wherever possible, within a civic center complex that will become the governmental, cultural, and social center of the Escondido Valley.
- When public social facilities are considered, every effort shall be made toward "distinguished design" which will invoke the pride of the entire community and will serve to convey the image of the Escondido community to visitors and residents alike. Escondido shall strive to foster and preserve a sense of community identity that reflects a theme portraying the area's heritage.

1990 PROJECTED SCHOOL ENROLLMENTS  
AND  
SCHOOL SITE REQUIREMENTS

Type of School	Existing Sites	Proposed Additional Sites	Total Sites 1990	Projected* Enrollment 1990
Elementary (K-6)	10	26	36	25,735
Junior High (7-8)	3	5	8	6,544
Senior High	2	4	6	11,387

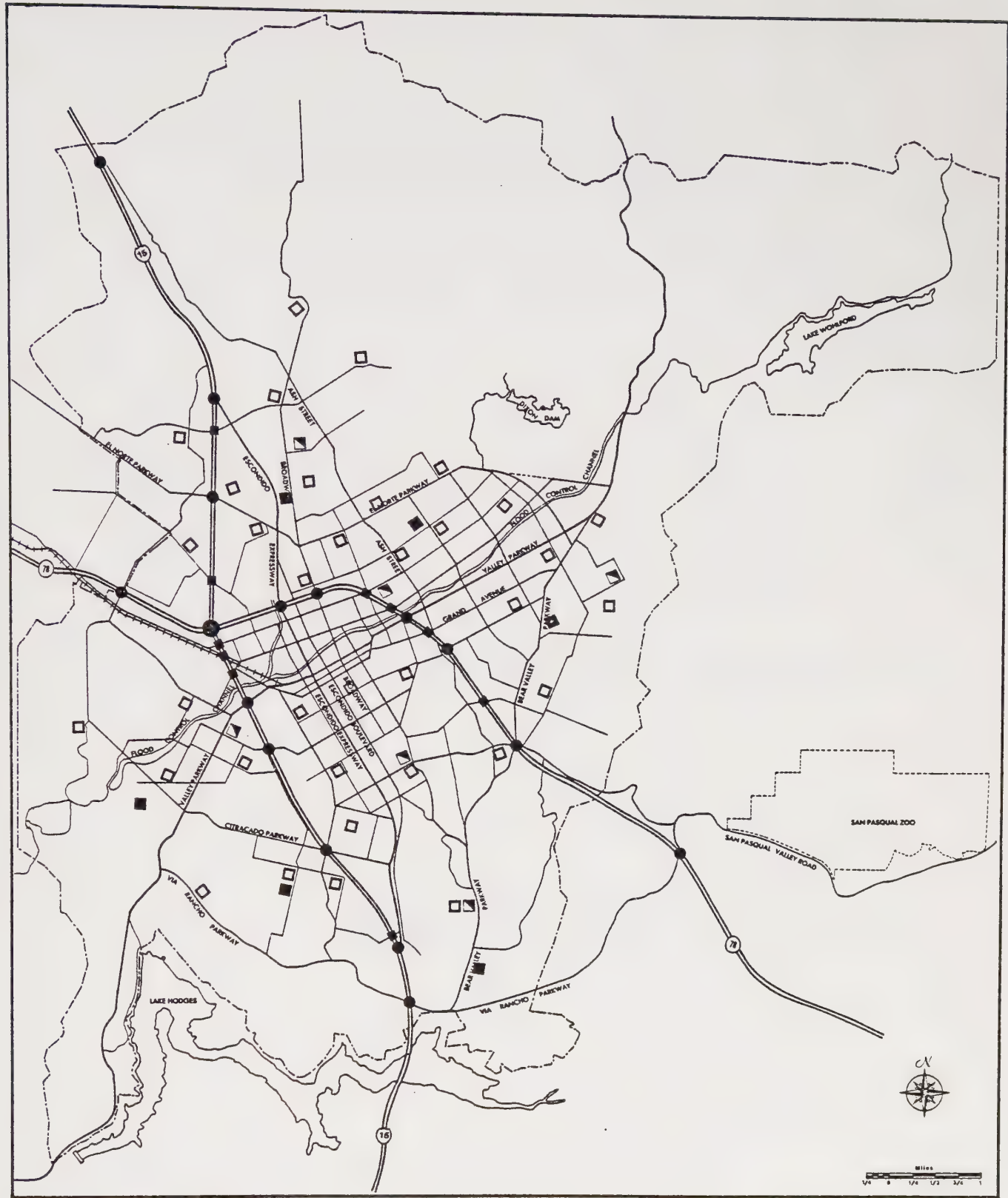
\*Source: Darley/Gobar Associates 1990 Age Projections

## EXHIBIT 18





# SCHOOL LOCATIONS



	PROPOSED	EXISTING
ELEMENTARY	□	□
JUNIOR HIGH	▤	▤
SENIOR HIGH	■	■

## EXHIBIT 19



AREA REQUIREMENTS FOR PARKS & RECREATION  
FACILITIES BASED ON POPULATION PROJECTIONS\*

Year	Study Area Population	Regional Parks (15ac per 1,000)			City Population	In-City Parks and Recreation Areas (10 ac per 1,000)			Total (25ac per 1,000)		
		<u>Req'd</u>	<u>Acq'd</u>	<u>Dev.</u>		<u>Req'd</u>	<u>Acq'd</u>	<u>Dev.</u>	<u>Req'd</u>	<u>Acq'd</u>	<u>Dev</u>
1968	60,900	915	2,817	0	33,500	335	240	90	1,250	3,057	90
		<u>Required</u>				<u>Required</u>			<u>Required</u>		
1970	68,666	1,020			39,000	390 ac.			1,410 ac.		
1975	89,957	1,350			54,784	547 ac.			1,897 ac.		
1980	113,248	1,695			70,667	700 ac.			2,395 ac.		
1985	137,158	2,055			87,507	845 ac.			2,930 ac.		
1990	164,208	2,460			106,571	1,060 ac.			3,520 ac.		

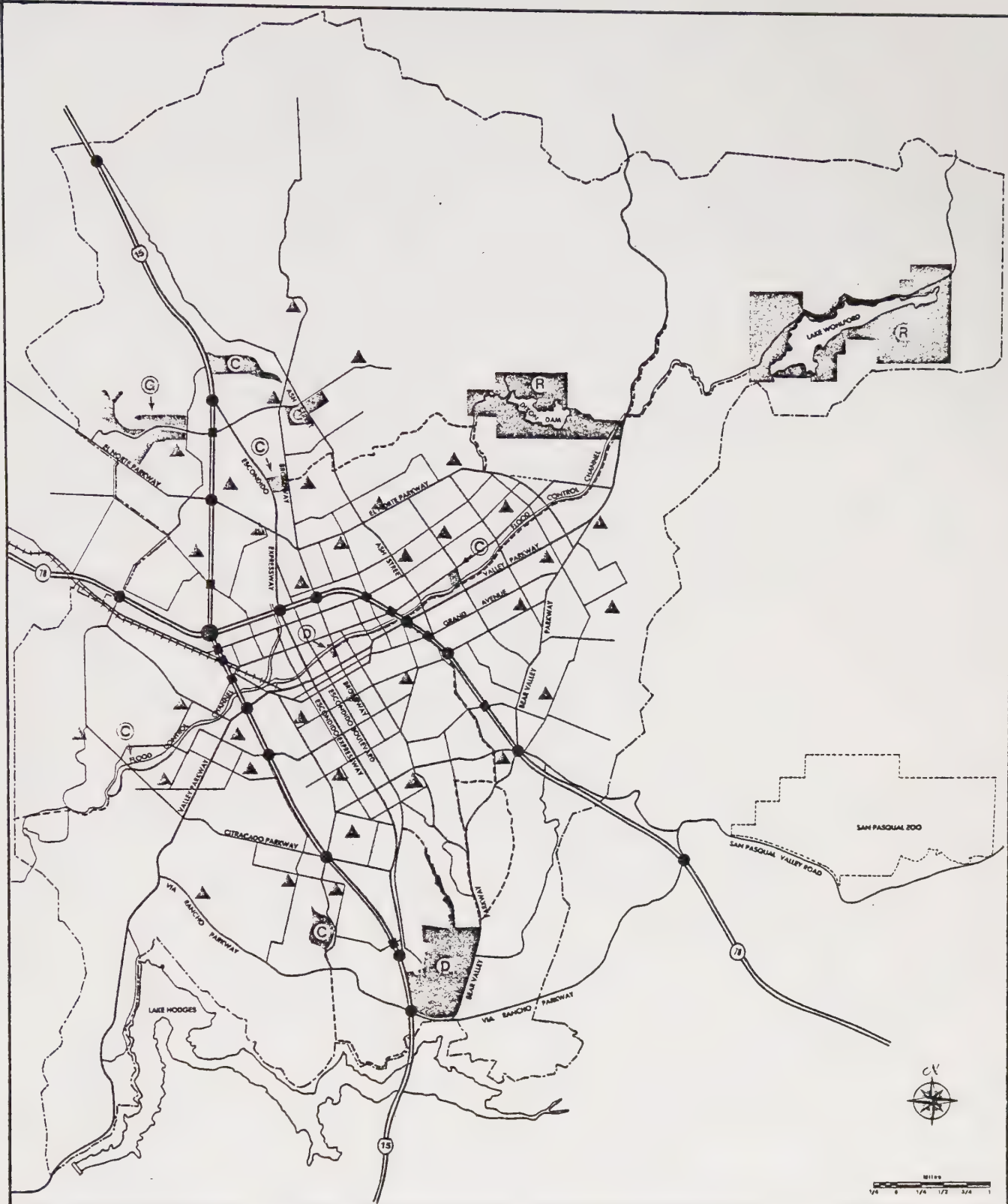
Proposed by Co. General Plan, 1990 -- 5,318 ac.

\*Duncan and Jones; Based upon generally accepted standards derived from State and County Studies.

## EXHIBIT 20



# OPEN SPACE



- |                     |                  |                       |
|---------------------|------------------|-----------------------|
| ▲ NEIGHBORHOOD PARK | Ⓢ REGIONAL PARK  | --- PATHWAYS & TRAILS |
| Ⓢ COMMUNITY PARK    | Ⓢ CITY-WIDE PARK | Ⓢ GOLF COURSE         |

## EXHIBIT 21

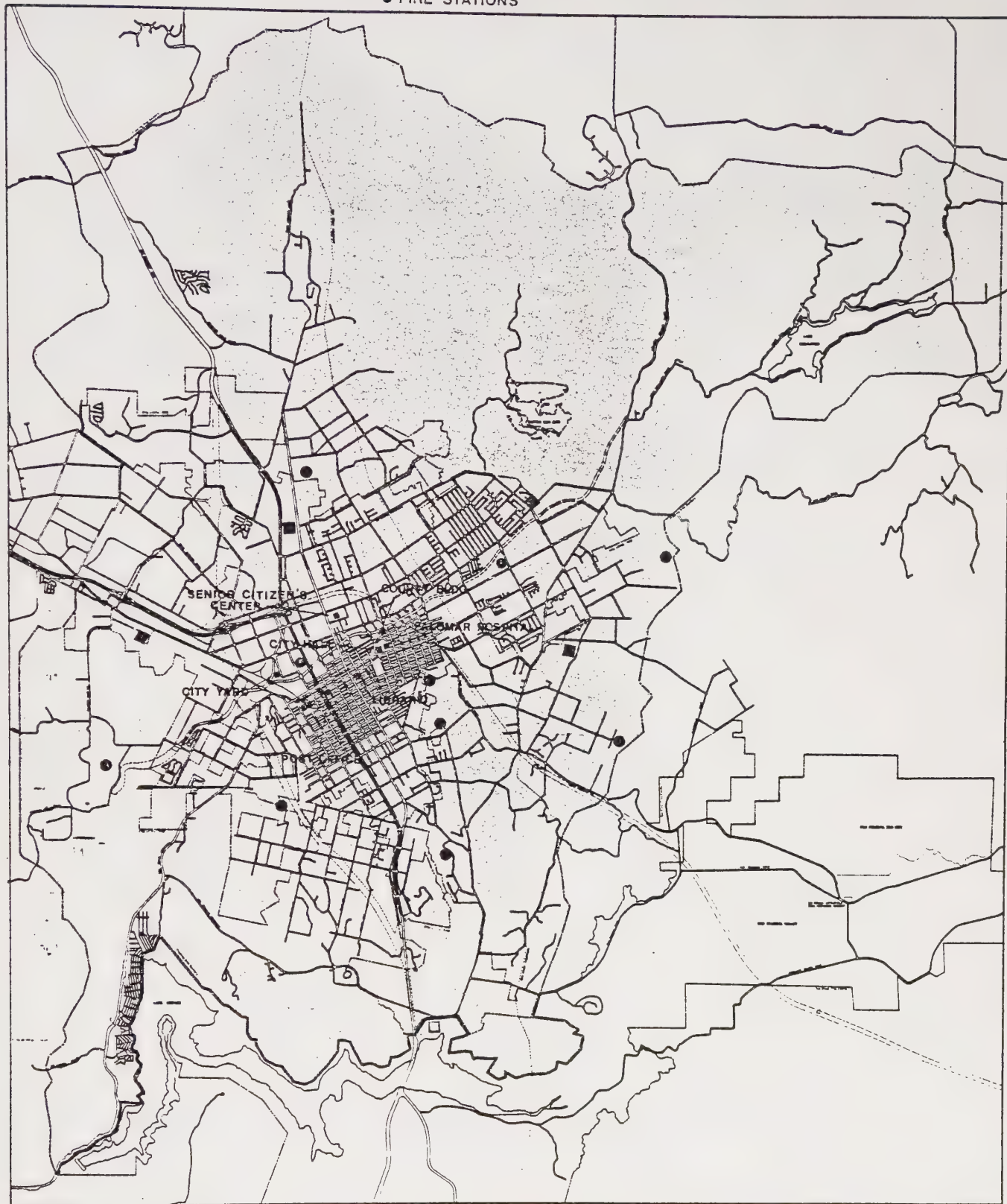




# PUBLIC FACILITIES

## Legend

- SDG & E SUB-STATIONS      □ SEWER TREATMENT FACILITY
- WATER RESERVOIRS
- FIRE STATIONS



PLANNING DEPARTMENT  
CITY OF ESCONDIDO, CALIFORNIA



GENERAL PLAN PROGRAM  
ESCONDIDO PLANNING AREA

The preparation of this map was directed by the Planning Department, City of Escondido, California. The map was prepared by the Planning Department, City of Escondido, California. The map was prepared by the Planning Department, City of Escondido, California.

Planning and Design Division, City of Escondido, California. 1981-1982.

# EXHIBIT 22



#### CIVIC CENTER SPACE NEEDS

Library-museum-art center	70,000 sq. ft.
Police	23,000 sq. ft.
Administration	40,000 sq. ft.
Community Center (Auditorium)	60,000 sq. ft.
Chamber of Commerce	10,000 sq. ft.
TOTAL	203,000 sq. ft.

## EXHIBIT 23

Note: Exhibit 24, which was a proposed map of the "Civic Center Plan", was deleted by the City Council in December, 1973.





**CIRCULATION**



## CIRCULATION

The circulation element of the General Plan provides a balanced system for the circulation of people and goods throughout and through the planning area. Circulation needs are related directly to the patterns established in the land use element and the public facilities element.

The General Plan provides for a series of complementary systems to efficiently cope with the transportation needs of the future. They are: 1) major streets and highways; 2) mass transit; 3) railroads; 4) local transit; 5) trails; and 6) airport and heliport facilities.

### MAJOR STREETS AND HIGHWAYS

#### FREEWAYS

Two freeway routes, Route 395 and Route 78, were initially represented by agreements signed with the State. However, in April of 1972, the voters rejected the continuation of Route 78 as a freeway, and this extension has been relegated to the status of a prime and a major arterial street along Lincoln Avenue and Ash Street.

Highway facilities shall be provided which in their location and design, as well as in their transportation functions, reflect and support the environmental values and community planning objectives of the area which they serve. No new freeway route adoption, design, or acquisition of land shall take place until a thorough regional ecological-design study has been completed, including plans for development of a balanced transportation system.

Right-of-way acquisition for the new alignment of Route 395 (Interstate 15) has been completed, and construction is awaiting

funding. While providing through freeway travel, this would leave existing 395 to serve as a prime arterial for the community.

Very careful attention must be devoted to the design criteria used in the construction of these freeways. Parkway standards of beautification and development should be applied due to the nature of the topography and the quality of the environment through which these freeways traverse.

The remainder of the circulation element, below the standard of freeways, is based on a careful integration of the land uses proposed in the General Plan and a hierarchy of streets that serve a range of different purposes. This approach emphasizes the functional role of a street in relation to the land use pattern and the role it plays in the overall circulation system.

Besides freeways, the General Plan map specifically designates prime arterials, major roads, collector streets and local collector streets; however, a functional description of all street classes is provided below.

Prime arterials are designed to receive traffic from major and collector streets and carry it across or around the City. This type of street also serves as an intermediate link between the freeway and major and collector streets and between two freeways. The prime arterials should be designed as restricted access roads with planted center median strips, and left turn pockets. Only limited development should be permitted to front upon and gain access to and from a primary thoroughfare.

Major roads differ from the prime arterial mainly in that they are designed to receive traffic from collector streets and carry it to major destination points around the community. They operate at lower volumes and design speeds than the prime arterial.

Collector streets are medium capacity streets that serve as the link between the neighborhood local collector streets and points throughout the community.

Local collector streets are low capacity streets that serve as the link between the local streets and the collector streets.

Local streets are low capacity streets which provide direct access to residential structures. They serve a comparatively small number of dwellings and should be designed so as to discourage their use as a carrier of through-traffic.

The General Plan proposed some modifications to the circulation plan adopted in 1966 and amended in 1968. Major changes include a new alignment for the east end of El Norte Parkway, the elimination of the Cloverdale Road extension, a lower classification of the Central Business District loop.

The proposed Central Business District loop calls for Ohio Avenue to be one-way westbound, Second Avenue one-way eastbound, and Grand Avenue two-way. This plan will help eliminate both east and westbound traffic from Grand Avenue and will provide better access to the parking lots in the Central Business District. In addition, the improvement of Pennsylvania Avenue to collector standards will provide needed access to the proposed Civic Center.

The City Council has authorized a federally aided "Topics Study" which will delve deeply into the Central Business District circulation system. The findings of this study may indicate different proposals from the above and should be given priority. This type of expert study is greatly needed if the Central Business District circulation system is to function efficiently.



## MASS TRANSIT

Based on the fact that the Escondido planning area will not have a high density concentration by 1990, the feasibility of any extensive mass transit system appears quite remote. Although existing assumptions do not indicate feasibility of a mass transit system, a direct line to the San Diego Metropolitan Area could prove to be advantageous to the Escondido Planning Area and adjacent metropolitan areas.

## LOCAL TRANSIT

The local transportation system of Escondido is almost entirely oriented to the private automobile, yet the complete dependence upon the private car for local transportation discriminates against those who, because of youth, old age, low income, or physical disability, are unable to drive. As the community grows, other transportation means must be provided to assure these people access to schools, hospitals, shopping, parks and libraries. The provision of local transportation facilities will initially require community subsidy as outlined by the firm of Jackson Faustman Associates in a transit study prepared for the City of Escondido in 1969. Such a subsidy would be similar to that currently provided for streets and highways. The main concern in providing such a subsidy is the amount of available tax money for such a use and what priority a transit system would take in the expenditure of these available revenues. Any trial period for a local transit system must be given sufficient time to allow people to become thoroughly familiar with schedules and routes. Any experiments must also use the highest quality facilities and service to effectively compete with the private automobile. In view of current ecological concerns, such a system must also utilize a clean transporter which would not add to air pollution and would help to retain the high quality of the air in the Escondido Valley.

## RAILROADS

In the early beginning of development in the Escondido basin the railroads played an important role. Although that role has changed from that of moving people to one of moving materials and goods, the railroad still has an important role in the total circulation system. The railroad is essential to the industrial economy of the City and should be maintained.

## TRAILS

The General Plan also proposed several major recreational trails. These trails will link the major city-wide parks and should be provided with grade separations (over or under) or traffic controls at intersections with all major thoroughfares. Besides providing recreation and circulation, these facilities will also add to the open space inventory by providing green belts.

## AIRPORT AND HELISTOP FACILITIES

The location of an airport facility in the near vicinity of Escondido should be further explored and studied as to potential locations and overall desirability. There are many advantages which such a facility would provide to the community in serving the ever-increasing demand for recreation aircraft facilities as well as the growing market for a private commuter service for industries and commercial firms located within Escondido and Rancho Bernardo. The future location of such a facility should be carefully studied in terms of its availability to serve these business and industrial locations.

As part of the Civic Center Plan, a helistop is proposed. This should be an emergency facility providing only helicopter service on an emergency or convenience basis for law enforcement, ambulance service, or emergency transport or courier service. Commercial helicopter

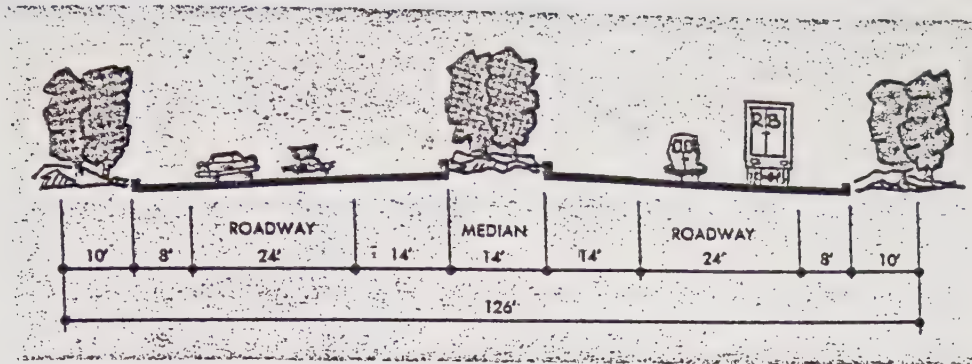
service providing passenger commuter service to San Diego or any future major airport locations in the region should be served by a less congested and more appropriately located helistop site. This plan does not attempt to specifically locate such a site since this should be the subject of a very detailed analysis and study at such time as a commercial facility is proposed. Such a commercial helistop, properly located, would have some very definite advantages for citizens of the community and for industrial and commercial establishments in providing quick and convenient commuter connections to major transportation centers.

The following policy statements are recommended for adoption:

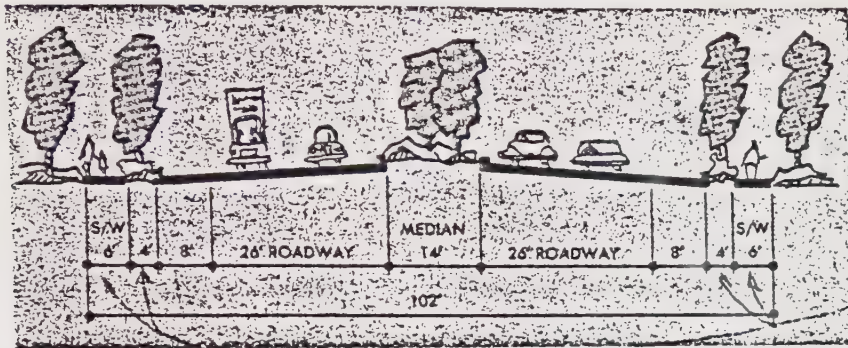
- Establish major surface routes to provide adequate north-south inter-city travel.
- Determine the desirability and feasibility of a loop system to enable traffic to circulate more freely around the City Center.
- Protect rights-of-way for future expansion of the surface road system to allow expansion consistent with expected growth of the community.
- Continue to study the possibility of a City bus system in the future so that public transportation within the City can be utilized as soon as it is economically feasible.
- Pedestrian and bicycle routes and trails separate from auto traffic should be provided. It is particularly desirable that adequate provision be made for pedestrian or bicycle movement at freeway grade separations and interchanges affecting the local street system.



## PRIME ARTERIAL

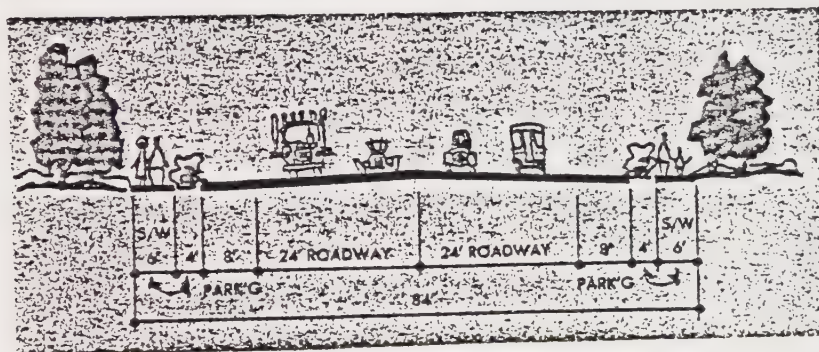


## MAJOR ROAD



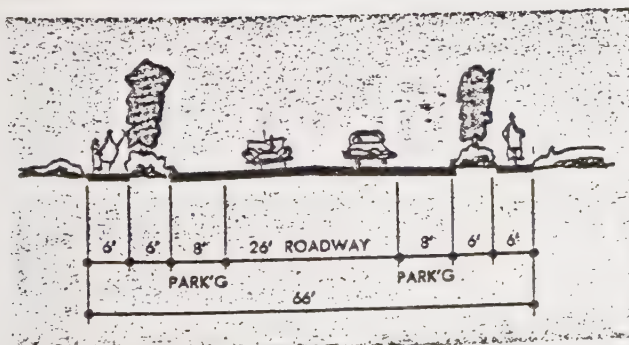
reverse plwy & sidewalk locations - present City policy (Council 6/71)

## COLLECTOR STREET

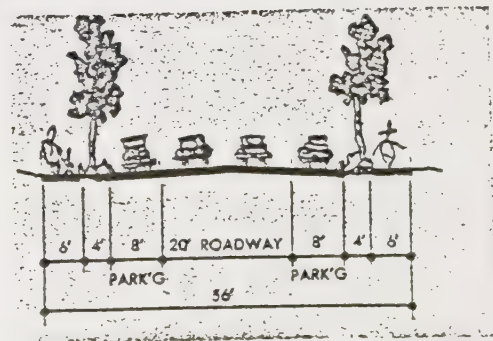


(Same as above)

## CAL COLLECTOR



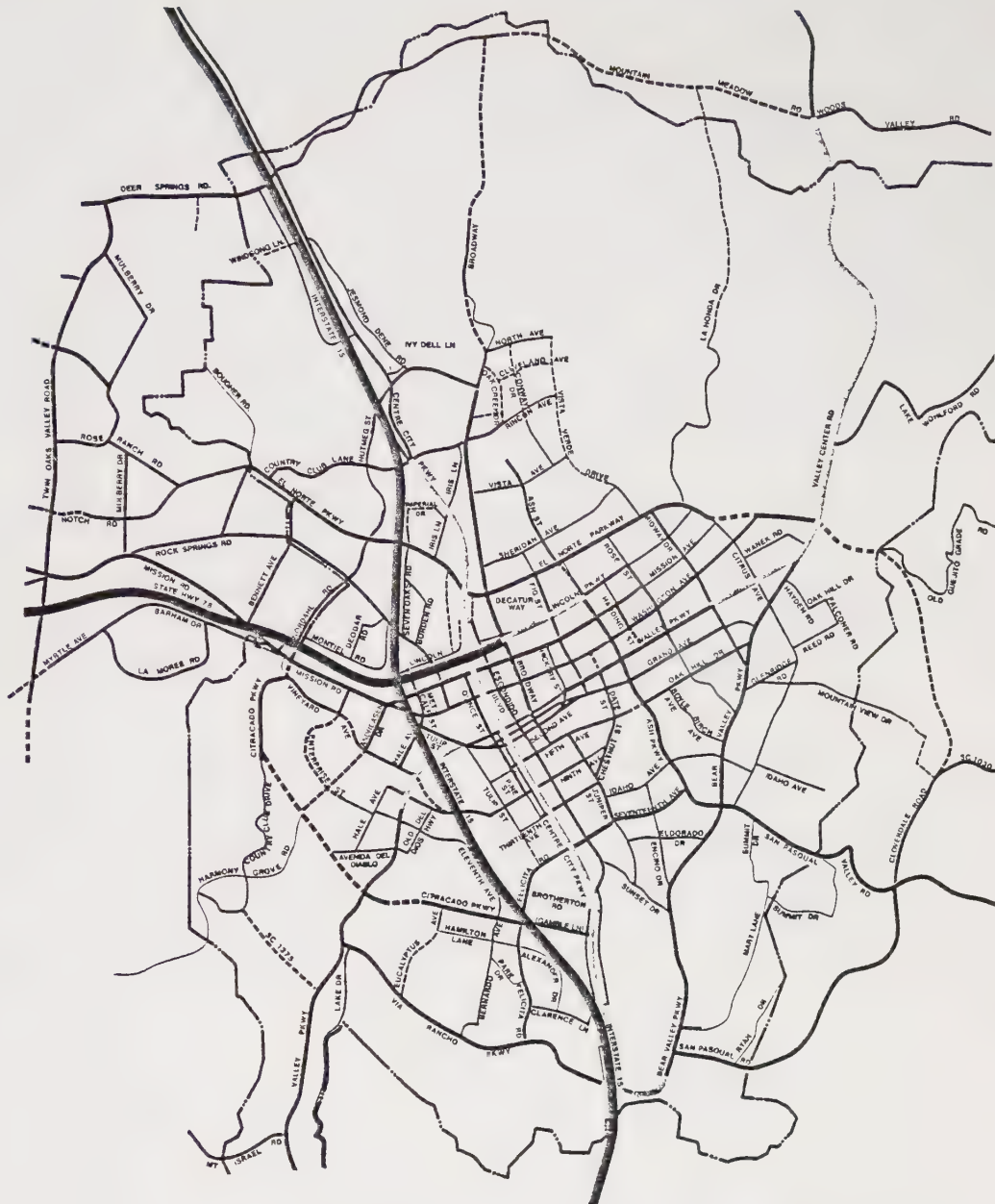
## LOCAL STREET







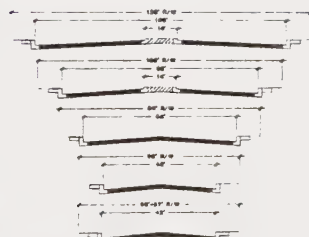
# CITY OF ESCONDIDO CIRCULATION PLAN



## LEGEND

PRIME ARTERIAL	
MAJOR ROAD	
COLLECTOR	
LOCAL COLLECTOR	
RURAL COLLECTOR	
GENERAL PLAN BOUNDARY	
FUTURE ROADWAYS ARE SHOWN AS BROKEN LINES	

## STREET SECTIONS



NOTE: Current Street Standards for Escondido are shown in the accompanying table.

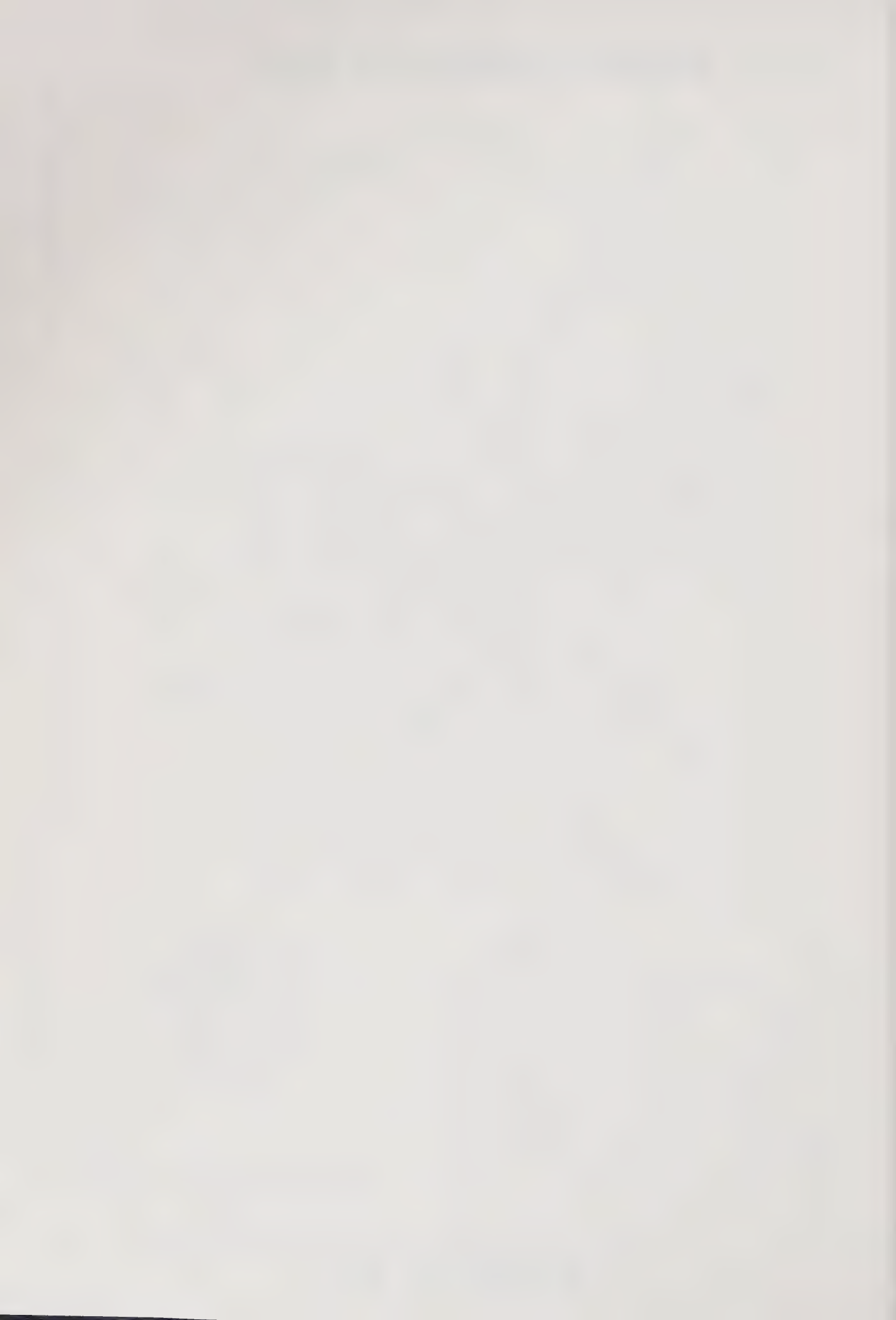
## Escondido Planning Department

100 Valley Boulevard  
Escondido, California 92025  
Telephone (714) 741-4671

Adopted February 22, 1966 Resolution 3327  
Amended March 1, 1967 Resolution 3600  
Amended February 28, 1968 Resolution 3696  
Amended October 11, 1972 Resolution 5311  
Amended November 11, 1975 Resolution 78-251  
Amended December 30, 1981 Resolution 81-248

NOTE:  
STREETS SHOWN OUTSIDE THE GENERAL PLAN ARE SHOWN  
FOR INFORMATION ONLY; VERIFY STATUS WITH JURISDICTION.





## HOUSING

In April of 1969, Escondido's Housing Committee completed an extensive study of the housing situation within the City of Escondido. An inventory of the City's housing units, exclusive of mobile homes, was conducted. The results of this inventory indicate that of the City's 10,322 total housing units, 9,457 (91.6%) are sound, 626 (6.1%) are deteriorating and 250 (2.4%) are dilapidated. As can be expected in most cities, the greater percentage (83%) of deteriorating and dilapidated units were found in the central area of the city.

As of January 1, 1969, there was a total of 12,833 housing units within the City of Escondido. This was an increase of 31% or 3,054 units since December 1, 1965. This increase was characterized by a marked decrease in the percent total of mobile homes.

Local data reveals that Escondido will experience, by 1975, a growth in housing demands of a projected 7,137 housing units in addition to the present 12,833 in order to provide for its projected population. This means that nearly 1,200 new units should be added each year to the housing inventory. In addition, the 250 dilapidated units should be razed and replaced with sound units.

The Housing Committee report also contains an excellent section on Housing Assistance Programs. It includes a summary of 14 federal programs that are available for the implementation of a housing program. These programs have been and are available to aid cities in providing safe, sound and economical dwellings for their citizens. To carry out the assistance program in California, the Housing Assistance Office works mainly through the housing authorities which have been established in various cities and counties. The increasing importance of the Housing Assistance Programs for providing needed housing units in California, as elsewhere, is readily evidenced by the support now given to them by the private sector, including private builders, financing institutions and real estate interests throughout the State.

At the time of the General Plan adoption an Ad-Hoc Housing Committee appointed by the Escondido City Council is attempting a detailed and comprehensive study of the housing needs in Escondido. It is anticipated that this Committee will submit a report to the City Council outlining recommendations for policy direction and action programs which will attempt to alleviate some of the present and anticipated housing shortage within the Escondido community. The report of that Committee and the action programs resulting therefrom may provide the basis for a future amendment to this housing element which will more fully define housing goals and objectives of the community within the twenty year time space of the General Plan.

# **COMMUNITY AESTHETICS**





## COMMUNITY AESTHETICS

### ECOLOGY AND COMMUNITY AESTHETICS

A magnificent valley flanked by comfortable hills and an abundance of open space providing a separation from other urban centers has bestowed Escondido with a unique potential enjoyed by very few cities in Southern California. It is still not too late to realize this potential and prevent the garish urban sprawl and monotony of total repetition that accompany rigid geometric street patterns and endless traffic corridors created to accommodate the automobile.

The environmental and conservation ethic now accepted in California is still essentially a rural concept that is fundamentally associated with farmlands and forests and not considered relevant to cities, towns and suburbs. If our community is to pursue an ecological balance between human needs and the environment, this sense of conservation and environment must be applied to an urban and suburban dimension. The natural setting and open space amenities which have attracted many of us to the Escondido Valley must be protected and enhanced through additional years of rapid growth and further urbanization. We cannot continue to take these amenities for granted or they will disappear in the wake of the bulldozer just as they did in Orange County and the Santa Clara Valley.

Escondido's future sphere of influence can be considered secure from the intrusion of other cities. The city, therefore, can and must guide the character and quality of its own growth without undue interference. It should, with proper planning and direction, be able to avoid urban sprawl, slums, decay, visual ugliness, loss of open space and surrender to vehicular traffic. To protect the existing environment and enhance the appearance of developed areas of the community is the basic goal of a balanced ecological program and one

of the basic goals of this General Plan inherent in many of the proposals contained herein.

Identification of the seven broad goals and objectives outlined in the General Plan serves as a foundation that challenges the community to set a positive course to furthering the advancement of community beautification. The mere enumeration of these comprehensive objectives will not, of course, bring about any significant improvements in community appearance. Action programs such as Escondido's proposed City Beautification Program under the five-year Capital Improvements Budget are necessary to accomplish these general objectives. Establishment of an advisory committee specifically charged with the responsibility for making recommendations on beautification and ecology programs and projects would help to stimulate greater citizen activity and concern for the accomplishment of the General Plan objectives in these areas.

#### RESIDENTIAL OBJECTIVE

Beautification of residential areas by planting of parkway trees that complement curb, gutter and sidewalk improvements.

#### COMMERCIAL SERVICE AREA OBJECTIVE

Beautification of retail shopping areas by landscaping parkways, providing attractive street furniture, installation of decorative wall screening and further development of park and rest areas.

#### INDUSTRIAL OBJECTIVE

Beautification of parkways adjacent to industrial buildings by providing landscaping, decorative wall screening and attractive street furniture through the formation of Industrial Park Districts.

## PARK OBJECTIVES

Development of neighborhood and community park sites which will enhance schools as well as other open space areas city-wide providing areas for recreation and relaxation.

## CIRCULATION OBJECTIVE

Beautification of the City's major arterial and collector streets by landscaping center medians, installing parkway trees and providing decorative city entrance signs.

## HISTORICAL OBJECTIVES

Whenever possible, historical sites and points of interest within the Planning area shall be identified and preserved in the recognition of a rich history and heritage of the Escondido Valley.

## CITY ENTRANCE OBJECTIVES

Decorative City entrance signs should be provided at the principal points of entry into the City of Escondido. These should be attractively treated with landscaping to leave a favorable impression upon tourists, visitors, and citizens entering the community at these points. In conjunction with this program, the intersection of Grand Avenue and Highway 395 should be provided with landscaping and possibly a fountain or sculpture to identify it as the principal entrance into the downtown heart of the Escondido community.

Few of the above objectives have much chance of success unless the citizenry become aware of and involved in the problems and their solutions. The basic difficulty is often the inability of the average citizen to perceive the ways and means for achieving a significantly better living environment.

The following is a listing of the general actions that can be employed

to assure a successful start on a beautification program.

- General agreement that there are features of the City that are in need of and therefore subject to beautification.
- General agreement on the objectives for beautification, a commitment to a concentrated attack on ugliness, and adoption of a program to carry out the beautification objectives contained in this document.
- Funding of public urban beautification projects, using federal Urban Beautification Funds if and when available.
- Enactment of such measures as are necessary to ensure that beautification will occur as a part of private development activities, including the enactment of specific design criteria and the establishment of a Site Plan Review Board.
- Adoption of cooperative programs among property owners, the City and the Chamber of Commerce.
- Adoption of abatement procedures to remove unsightly and non-conforming features.
- Adoption of regular award of merit programs giving public recognition to outstanding development of importance to City Beautification.
- Authorization and encouragement of Community Action Beautification Programs. Such programs should include:
  - An annual City-sponsored celebration with honorary awards and prizes of value.
  - An annual or semi-annual (Spring-Fall) Arbor Day with



encouraged participation of all age levels and social and service clubs.

- Contributions by City, Garden or Service Clubs of selected tree varieties or plants, depending on a predetermined planting scheme for particular areas of the City.
- Adoption of a program for the maintenance of landscaped areas and median planted strips. City funding may be supplemented by hiring high school and college students at a nominal cost, or through Manpower Development and Youth Opportunity Programs of the Office of Economic Opportunity.
- Proceed with the next logical step by initiating a City Beautification Study that would include the preparation of specific design standards and the selection of those specific areas where desired treatment is to be applied in a logical order or priority.



**IMPLEMENTATION**



## IMPLEMENTATION

The preparation and adoption of a General Plan is the first and most basic step toward effective community development, but desirable development and improvement will not occur unless the policies and provisions of the Plan are accompanied by a set of implementation techniques and there is a will on the part of the City and its citizens to use them.

In the goals and objectives section of the Plan, the seven basic goals for the Escondido Planning Area were enumerated. The recommended methods of implementing each of those basic goals is contained in the following section.

### IMPLEMENTING THE BASIC GOALS

#### CONTROLLED GROWTH

Promote orderly development as a means of combating the detrimental economic and environmental effects of urban sprawl and scatteration.

Due to Escondido's rapid rate of growth, this first goal is particularly important. Urbanized development in the region outlying the central City creates a greater demand on City revenues than would be necessary if development were encouraged to locate closer to the central area. Expenses incurred by the City include extension and maintenance of water and sewer facilities to greater distances than would be necessary for development closer to the central area. Police and fire protection also increases even with minimum coverage in the outlying areas.



The City and the County should adopt policies that ensure contiguous, compact and orderly urban development, rather than scattered development interspersed with the ailing remnants of an agricultural heritage. The pattern of development should proceed incrementally in a continuous fashion as opposed to the disjointed leap-frogging which has occurred and still is permitted. This type of scattered development also spoils the environment by occupying agricultural lands and other open spaces prematurely while large tracts of land remain vacant in locations closer to the center of the City.

To deal with this problem, the concept that urban development should occur within cities must be accepted by both City and County officials. Based upon the acceptance of this principle, the City in cooperation with the County should prepare a program for extending City owned water and sewer facilities into outlying areas on a staged incremental basis which assures contiguous, compact and orderly urban expansion.

In addition, cooperation with the County in zoning and pre-zoning areas surrounding the City is essential in controlling the extent of urban development. The City Planning Department staff should discuss the final land use recommendations of the General Plan with the County Planning Department and recommend specific county zoning changes in these unincorporated areas to conform with the Plan. Along with this cooperative zoning effort, and subject to the provisions of Section 6859 of the State Planning and Zoning Law, the City should pre-zone adjoining unincorporated land to insure proper development after annexation, and let prospective developers know what the intentions of the City are with respect to the development of specific areas. Emphasis should be placed upon the fact that the City will initiate pre-zoning. It will not be initiated by request of property owners. This practice has created difficulty in past pre-zoning efforts and has created some antagonism toward pre-zoning practices. In spite of these bad experiences, pre-zoning may be applied with little difficulty and with great advantage if properly used.

The following policy statements are recommended for adoption as part of the General Plan:

- Accept, and encourage County officials to accept, the concept that urban development should occur within cities.
- Develop, in cooperation with the County, a program of controlled annexation procedures which assure contiguous, compact and orderly urban expansion.
- Halt urban sprawl and a scatteration through the exercise of municipal powers over sewer and water extensions.
- Request the County Board of Supervisors to adopt a formal policy of referring to the City all development proposals in the unincorporated area within the City's sphere of influence.
- Work with the County in recommending specific zoning changes in the unincorporated area to conform with the development policies of the General Plan.
- Develop a system of prezoning unincorporated territory adjacent to the City in conformance with the General Plan.
- Encourage community identity and the tangible physical separation of Escondido from neighboring cities and unincorporated urban settlement.
- Discourage indiscriminate lot splits and sub-standard developments within the Planning Area lest such actions encourage increased undesirable and unplanned development within the Escondido Basin.

## CENTRAL BUSINESS DISTRICT

Strengthen the CBD as an important factor in maintaining Escondido's position as the major financial, professional, and retail center for the inland North County, as well as for its importance as an employment center.

At the present, Escondido's CBD is the largest single commercial center in the inland North County. Typical of the modern day CBD, downtown Escondido is evolving into more of a financial and office center, with the retail sector becoming more limited to specialty shops. To preserve its status, access to the downtown area has been enhanced by a restructuring of the circulatory system and the provision of public parking lots. The City has rezoned the higher densities as recommended in the Plan to provide greater economic support in these areas and encourage residential development in the core area. High density zoning in the core area will be necessary to overcome and compensate for the high cost of development.

The following policy statements are recommended for adoption as part of the General Plan:

- Refuse to approve commercial zoning requests in areas other than those established in the General Plan.
- Rezone vacant areas now having commercial zoning that do not conform to the General Plan so as to conform to the Plan map and policies.
- Rezone existing commercial zones which do not conform to the Plan, if within one or two years development has not occurred.
- Establish high density residential zoning in the areas around the CBD as recommended in the Plan.

- Provide incentives for development of higher densities in residential development adjacent to the CBD to make such developments more economically feasible.

## COMMERCIAL GROWTH

Promote a full range of commercial development; neighborhood, community and regional shopping centers and central business district in order to ensure sound, well-balanced commercial growth that will enhance Escondido's role as commercial center of North San Diego County.

Throughout the history of commercial development in the United States, there has been a constant effort to develop selling units as convenient for the customers as possible. This ability to provide convenience and an equitable cost of goods and services is the economic key to Escondido's commercial future.

The relative dominance of Escondido's role as the commercial center of North County will depend upon its ability to attract and hold industrial, commercial, financial and administrative facilities and activities. Transportation and communication lines must be able to supply their needs and the needs of cultural and recreational facilities that will accompany normal growth patterns.

Growth and balance will also bring an increase in service and other facilities such as the press, radio stations, theatres, libraries, museums, concert halls, operas, hospitals, higher educational institutions, research and publishing centers, professional organizations and religious and welfare institutions.

The following implementation policies are designed to promote a full range of commercial development with the planning area.



- Cluster or group all commercial uses into centers, or, where applicable as indicated on the General Plan map, they shall be clustered or grouped in highway-oriented commercial areas. Uses typically found in neighborhood, community and regional commercial areas shall be clustered in shopping centers rather than spotted in isolated areas or strung along commercial strips.
- Encourage beautification of commercial development through site design, control of building arrangement, facades, signs, and by fostering the generous use of attractive landscaping and art objects.
- Locate, design and regulate all commercial activities so as to benefit from the access afforded by major streets without impairing the efficiency or operation of these streets. Points of access shall not be allowed too near intersections, but shall be located at an appropriate distance from intersections and shall be adequately spaced to avoid friction and conflict. When desirable and applicable, all types of drive-in commercial facilities, especially gas stations and other such uses located on corners, shall back up to rather than front on streets, providing side or rear access and rear parking.
- Competitive retail commercial uses shall be encouraged to locate within existing shopping centers or in new centers at an appropriate distance, commensurate with the size and density of the market area served. Some complementary commercial uses may be allowed to locate around a regional or a community shopping center if the streets in the area can adequately handle the added traffic generated, and if controls are enforced to prevent the center and its related uses from stripping out along thoroughfare streets. Complementary commercial uses might include professional and office uses, motels, etc.



- Design shopping areas as a comprehensive unit with adequate room for expansion where necessary but with fixed limits for expansion. Where a gas station is part of a shopping center or other commercial development, it should be of similar building material, texture, and design. Office and professional uses, if properly designed may be located in any shopping center. Provisions should be adopted to insure adequate landscaping to screen and soften the parking areas of all shopping areas. Generous use of trees in such areas should be encouraged.
- Encourage auto-oriented commercial areas to develop in depth rather than width to provide adequate room for parking, buffering, etc.
- Control access to auto-oriented commercial areas by use of median strips, frontage roads, and through other means to assure safety and to minimize traffic conflicts.
- Use conventional commercial zones already in the zoning ordinance only for expansion of areas originally developed under such ordinances; and in newly developing areas, only until newer commercial zoning districts are adopted.
- Develop and use newer shopping centers, highway commercial, central business district and other special zoning districts for commercial areas. New shopping center zones shall be of a "planned development" type requiring a development plan (one that shows building location and other design features) that becomes the official zoning map.
- Review new commercial zoning in one or two years, and, if at that time development has not occurred, proceedings may be initiated to change the zoning to a more appropriate category.

- Encourage removal of outdated, nuisance, or incompatible buildings to provide parking areas and open space, to enhance remaining uses, or to make room for new uses compatible with the General Plan.
- Require removal of gaudy, oversized and otherwise non-conforming signs, following an adopted amortization schedule based on age and original cost, and do not permit flashing and blinking signs or signs on public facilities, benches, or other street furniture.
- Encourage provision of landscaping and street trees to help beautify older commercial areas.

#### COMMUNITY IDENTITY

Preserve selected agricultural areas for their open space and economic values. Two of the principal crops of the Escondido area are avocados and oranges. They are an important part of the Planning Area economy since they are a major source of employment, and they support the food processing industry which is one of the area's leading industries. These crops also provide a beautiful agricultural setting for the City of Escondido as well as for the homes which are located in these semi-rural areas.

Within the context of the General Plan, the preservation of agricultural land is viewed in two settings - predominantly agricultural areas, and areas in which agriculture is encouraged as part of the residential environment. This distinction is reflected on the General Plan map by designating certain areas as agricultural residential (predominantly agriculture with incidental residential development) and other areas as low low density (residential development within an agricultural setting) residential which lie

largely in unincorporated territory. The first step in preserving these agricultural areas should be to establish zoning districts which emphasize a rural-residential form of development at densities within the range designated in the General Plan.

Besides the application of these zoning techniques, landowners in the agricultural areas should be encouraged to participate in the agricultural preserve provisions of the California Land Conservation Act (Williamson Act). It is anticipated that the State Legislature will amend this Act to spread the burden of tax loss over the entire county rather than penalize tax districts which happen to be located in agricultural areas. In any event, it may well be true that the net economic loss to Escondido would be more severe if agricultural land was developed with urban uses and agricultural and agriculturally related jobs were lost, and if taxes were reduced and agriculture preserved.

At this time, agricultural-residential zoning and the Williamson Act are the best means of preserving agricultural lands short of outright acquisition; however, the City should be exploring, in cooperation with state and regional agencies, other methods of preserving agricultural land which are more effective and more equitable than those now available.

The following agricultural policy statements are recommended for adoption as part of this Plan:

- Establish residential-agricultural zoning districts within the City and authorize the Planning Department to work with the County in doing the same thing in the unincorporated areas.
- Establish low low density zones incorporating standards designed to foster the preservation of agriculture within the residential environment.

- Actively inform and encourage landowners within the exclusive agricultural areas designated in the Plan to participate in the provisions of the California Land Conservation Act. This act permits reduced tax assessments on open space lands that guarantee to preserve their character for a specified time under enforceable restriction.

#### VACATION AND RECREATION CENTER

Strengthen Escondido's position as a vacation and recreation center by providing accommodations and facilities for the tourist as well as the resident of Escondido.

Effective integration of recreation areas in the General Plan should be based upon specific goals and objectives outlined in a program designed to achieve a specified purpose.

This purpose, generally expressed, is the achievement of a recreational system for the enrichment of individual and community life through the beauty and recreation opportunities which the development of such areas makes possible.

Quality local leadership is often the key to whether basic recreational attractions are preserved and enhanced or whether they are ruined through improper development. In the haste to capitalize on a recreation source, some communities have failed to properly control commercially-oriented developments, permitting the area to evolve into a jumbled mess of sleazy construction or garish signs until the long-run future of the area has been seriously damaged. In some cases, the qualities originally attracting the recreational visitor have been completely over-powered if not completely destroyed.

The Chamber of Commerce, in conjunction with other community agencies, should take an active role in promoting the existing recreational and tourist facilities within the Escondido Planning Area.



Such promotion will help to establish the recreational base of the community as an active and viable local industry. Escondido will then be in a better position to profit from tourist potential of facilities now being planned in the area, such as the San Diego Wild Animal Park and Dixon Dam.

Our economic studies indicate that the Escondido area can look forward to a steady and constant pressure for an increase in recreational facilities. When this pressure is felt, facilities can be developed to strengthen the existing and planned attractions and business can boom if there has been adequate preparation.

The San Diego Wild Animal Park is expected to be a large tourist attraction and economic asset for many years to come. Development of Kit Carson Park, Dixon Dam and other recreational areas will also stimulate a demand to provide a full range of tourist needs. Facilities will be required for car service, food and lodging, and convenience stores featuring a variety of goods and quick service. Transportation, entertainment and medical services will also capture a part of the tourist dollar.

However, these broad objectives have little significance until they are supplemented by principles that afford a basis for planning action. Since the function of recreation areas is to serve recreation needs, the principles that underlie a sound recreation program have a direct bearing upon the planning of a well-balanced system of recreation areas. The following policy statements are recommended for adoption as an attempt to achieve such a system.

- Preserve and enhance the recreational resource. This should be done as naturally as possible to stimulate public appeal. There should be a generous use of landscaping and include water, open spaces, historic monuments, music and dramatic festivals.



- Provide a convenient means of access. Public transportation facilities should compliment a good highway that provides good safe circulation to and within the area.
- Encourage a variety of lodging and eating places. Many different tourist needs can be satisfied through the provision of adequate campgrounds, camper and trailer parks as well as motels, hotels, restaurants and coffee shops.
- Encourage recreational services. A great variety of services are necessary for tourist needs. Launching ramps and boat docks, rental facilities, theatres, auditoriums, swimming pools and golf courses are all an important part of a balanced recreational development.
- Provide aggressive promotion for the recreational facilities that are being provided abundantly in the Escondido Planning Area. Such promotion and attraction of tourist dollars will help to provide revenues for maintenance of facilities which must otherwise come from the local tax base.
- Create a park and recreation system that includes a sufficient diversity of areas and facilities to serve effectively a population with varied characteristics, needs and interests.
- Combine and link major open space elements to form visual and physical separation between major sectors of the urbanized area, thereby relieving the monotony of continuous urban development. Canyons should be used as buffers between built-up areas, as supplements to adjoining parks, and as nature reserves, trails or scenic greenbelts.
- Do not consider areas designated for open space purposes as a reserve for future urban uses. In cases where an over-riding

public purpose requires the taking of open space land, compensation should be made for the area taken by the provision elsewhere of equal or better land and facilities.

- Locate and design park, recreation and open space uses to protect and enhance surrounding environments and property values. Large parking lots, active recreation areas, and activities requiring night lighting shall be screened or located so as to create no nuisances for adjoining neighbors.
- Make provisions for bicycling and walking throughout Escondido. Subdivisions, new streets, parkways and greenways should be designed to foster the pleasant and safe movement of people who bicycle or walk.
- Preserve the open space nature of the hills surrounding the study area to provide the area with a pleasant environment and character.

#### TRAFFIC CIRCULATION

Maintain and amend the City's network of streets so that major traffic carriers do not interfere with or destroy residential amenity or opportunities for clustered commercial activity, and yet move vehicles more directly and conveniently to and from major destination points within the Planning Area.

This goal can be achieved through the application of a number of implementation techniques. First, the location and width of all future thoroughfares should be established and specific plans drawn and adopted officially by the City Council under Article 8 of the State Planning and Zoning Law. It should also become the policy of the Planning Commission and City Council not to permit private development to front on and have direct access to major thoroughfares. Backup treatment with limited access should be required. In this way

high volumes of through traffic will not disrupt residential amenities, and pedestrians in commercial areas will be protected. Traffic flow along these thoroughfares will be facilitated by restricting the number of intersections with local streets, and by the provision of left turn pockets. In this way, the expenditures invested in traffic circulation facilities will produce maximum benefits, and their effectiveness will not be infringed upon.

The following circulation implementation policies are recommended for adoption as part of this Plan:

- Protect rights-of-way for future expansion of the road system consistent with the expected growth of the community through the adoption of specific plans.
- Protect the efficiency of new major thoroughfares by limiting intersections to not more than one every one-half mile.
- Eliminate traffic conflicts along major streets by the use of backup development, loop-streets, cul-de-sacs, etc., when appropriate maintenance of the screening, landscape buffering, etc., that faces the major street can be assured by an assessment district or other acceptable program.
- Develop special design standards for local residential service roads in hillside areas which are appropriate for safety and aesthetics, and which provide adequate capacity for the density of development envisaged.
- Plant borders and medians of freeways and major thoroughfares with trees and shrubbery to provide a pleasant driving experience and to protect and isolate residential areas from the adverse effects of these roads. Where vistas and views exist, and where attractive spaces can be created, openings in the planting should be provided.

- Provide landscaped median strips adequate to accommodate left turn lanes on major arterials.

## PUBLIC FACILITIES

Develop a wide range of public facilities, planned, constructed and operated to a high standard of excellence to instill a sense of community identity and civic pride. Government must set a good example in the construction of facilities.

Public facilities cover a wide variety of land uses and in most cases these facilities are built with public funds and are under the direct control of public bodies.

The location of public facilities plays a key role in the development of the General Plan because once major public facilities are located, they have the effect of inducing and attracting complementary uses around them. A great deal of money will be expended for public facilities and, therefore, it is extremely important that these facilities be properly located and that their function be integrated with surrounding land uses. Furthermore, each facility should be located for maximum public use.

With the general locations specified in the Plan for particular public facilities, it will be economically advantageous for public bodies to purchase sites well in advance of need so that costs will be relatively lower than if sites are bought when urban development causes land value to rise.

A civic center has traditionally been the focus for the governmental and administrative activity of a community. At present, the concept of a civic center has been broadened and includes cultural and recreational activity, so that the center remains active during the day and evening.

Concentrating related governmental functions in the civic center will increase effectiveness and operation of departments which have complementary responsibilities and will add to the public's convenience.

The following policies are designed to promote a wide range of public facilities, located and constructed in such a manner as to serve the public in the most efficient way.

- Secure school sites well in advance of actual need.
- Promote City government and school district cooperation in locating school sites.
- Protect school sites from encroachment of incompatible uses.
- Situate public facilities so that they will create a community image.
- Develop a library system able to better fulfill the general cultural, educational, informational and recreational needs of the public, as well as the need for specialized research.
- Locate the civic center centrally so that it will be accessible to the greatest number of people and able to serve the public efficiently and effectively.
- Group social facilities, wherever possible, within a civic center complex that will become the governmental, cultural and social center of the Escondido Valley.



## PARKS AND OPEN SPACE

Establish a system of parks, recreational facilities, trails, riding paths, and other open spaces throughout the Planning Area for the enjoyment and use of all segments of the population.

Escondido is fortunate in having several beautiful parks nearby; however, with the community's rapid rate of growth, these existing facilities will soon be overburdened. In addition, the City should strive for a wider range of recreational opportunities than currently exists. For these reasons, the General Plan has recommended the variety of facilities described in the Open Space section.

The most direct way of acquiring land for parks or other open space purposes is to purchase it, through condemnation if necessary. This approach gives the City direct control over the land, and is most suitable for parklands which will be intensively developed and used by the public. The cost of acquiring these sites can be at least partially offset by the imposition of a license tax on building permits as has been done in other California communities under Section 37101 of the Revenue Laws of California. In some of these cities a fee of \$30 is collected for each dwelling containing one bedroom and \$10 for each additional bedroom not to exceed \$60. A fee of \$40 is also collected for each mobile home pad at the time the permit for construction of the mobile home park is issued. The funds collected in this way are earmarked solely for parks and recreation since new construction creates the demand for more of these facilities.

The problem of financing parkland acquisition can be further eased by taking advantage of federal grants under Title VII of the Housing Act, which provides payments up to 50% of costs involved in acquiring land for open space use, and 50% of improvement costs for developing the land. Perhaps the best way of implementing the proposals for trails and riding paths is to acquire trail easements over private property and scenic easements over the adjacent lands, pursuant to the Open Space Easement Act. This approach should be less costly than outright purchase and the City is not burdened by the maintenance of the

property adjacent to the trails. This also keeps the land on the tax rolls.

Another method of acquiring open space lands is authorized under Section 11546 of the Subdivision Map Act which allows cities to require the dedication of land or the payment of fees in lieu thereof, for park and recreational purposes as a condition to the approval of a final subdivision map. Where applicable, a subdivider can also be compelled to dedicate trail and scenic easements as a condition of final map approval, as is required by some California counties. The encouragement of the cluster development technique of land development, whereby structures are concentrated in groups and the intervening land is left open, is another way of ensuring that developers provide their share of the open space facilities demanded by new residents.

The large areas of open space land located in the rough, relatively inaccessible parts of the Planning Area can probably best be preserved through large minimum lot size zoning.

The following implementation policies for park development are recommended as part of this Plan:

- Require subdividers to dedicate land for parks or pay a fee in lieu of dedication, as a condition of subdivision approval.
- Establish a license tax on the construction of residential, commercial and industrial buildings and earmark all funds for the acquisition and development of park and recreation facilities.
- Apply planned unit development and cluster zoning provisions to provide more common open space than would otherwise be available under conventional subdivision design, and to help preserve scenic, natural and vista areas. Such spaces should be linked

where possible with other open spaces. Density bonuses can be offered (when appropriate) in return for dedication of land or of development easements.

- Solicit county and State funds to assist in the acquisition and development of those park and open space resources within the City which are shown to serve a sizeable population residing beyond the City limits.
- Encourage the development of private and commercial recreation facilities to help meet existing and future leisure time needs. This may be accomplished through flexible subdivision provisions and incentive zoning techniques.
- Consider all publicly owned lands, including roads, railroads, and other right-of-way, for open space purposes before conversion to non-public use.
- Encourage gifts of land or conservation easement to public bodies for open space use and preservation.
- Make maximum use of school land, utility rights-of-way, and other public lands for park, recreation and open space purposes. The City of Escondido, the Escondido High School District, and the Escondido Union School District should formulate agreements for the joint development, use, and operation of neighborhood facilities.
- Keep open and in natural state the hills surrounding Escondido or, if developed, maintain them in as close to a natural condition as possible through low density cluster development and strict controls over grading and building styles.
- Give special attention to the older built-up areas of central Escondido which may prove to be inadequately endowed with parks

and open spaces in order to ensure that suitable small parks, tot lots, plazas, malls and walkways will be provided during the course of future more intense land development. The City and private property owners/developers should combine efforts and financial resources for proper implementation of this policy.

- Establish and apply adequate quarrying and grading ordinances to appropriate creek, creekside, and hillside quarrying and development areas, to assure that these operations do not destroy the natural beauty of hill and creek areas.
- Fence and landscape refuse disposal areas in order to protect the value and usefulness of surrounding property.

#### VARIED COMMUNITY

Foster the availability of the broadest range of housing types within the Planning Area to meet the housing needs of various age and income groups, and to satisfy individual preferences.

The use of residential densities in the General Plan rather than specifying housing types permits and, hopefully, even encourages the mixing of a variety of housing types within each residential density class. The precise zoning classifications within each density should be flexible enough to permit this mixture without violating the overall density provisions of the plan. One way in which this can be accomplished is through the extended use of planned unit development in which housing types are mixed and the densities are averaged out over the entire site to be developed.

The action programs proposed in this Plan, together with the housing inventory and study completed in 1969 and the housing section of the Basic Research Report and General Plan, constitute the "Housing Element" now required by State Legislation (Section 65302, Planning and Zoning Law). This Housing Element is prerequisite to the granting



of federal funds to the City, all HUD programs, and for such specific housing programs as:

- Section 13 of the Housing Act, Leased Housing Program, Department of Housing and Urban Development (HUD)
- U.S. Housing Act, Turnkey Program, HUD
- Self-Help Housing Program, Department of Agriculture
- Section 23 of the Housing Act, Low-Rent Public Housing Program, HUD
- Section 221 (d) (3) Moderate to Low-Income Below-Market-Rate Program, with a non-profit development corporation as sponsor, HUD
- Title I, Housing and Urban Development Act, 1965, Rent Supplement Program, HUD.
- Section 235, National Housing Act, Home Ownership Program, HUD
- Section 236, NHA, Rental and Cooperative Housing Program, HUD
- Section 221 (h), National Housing Act, Rehabilitated Homes for Low-Income Buyers, HUD
- FHA Mortgage Insurance Programs

The following policy statements are recommended for adoption as part of this Plan:

- Adopt a "density policy" for new residential areas using the planned unit development concept, as an alternative to employing lot size policies as a guarantee of quality, and in order to



cluster units where they will preserve features of the terrain, conserve land, and provide for open space and green belts.

- Encourage in housing and building codes such programs as may be required in areas where deteriorating conditions suggest public action is necessary and timely.
- Maintain and enhance the policy that all utilities be placed underground in new subdivisions, that procedures be adopted to convert existing overhead lines to underground status, and that all new developments in existing overhead utility areas be designed so as to be convertible to underground hookups when full undergrounding is achieved at a later date.
- Provide locational policies and standards for mobile home parks to prevent indiscriminate location of mobile home facilities throughout the community.
- Encourage a mix of housing types and densities within planned developments in accordance with the provisions of the General Plan, provided that a high quality is ensured and all necessary amenities and residential facilities are provided.

## INDUSTRIAL DEVELOPMENT

Establish and promote the present industrialized area along Mission Road into an exclusive industrial location as a means of creating new employment opportunities and enlarging and diversifying the City's tax base.

One of the most important factors in the development of industrial areas is the guarantee of environmental protection to industries once they have located. This means the application of strict zoning codes to keep out non-industrial uses which are incompatible with an industrial area, as well as stringent site development standards to

ensure high quality industrial development which will not detract from existing plants and the community at large. In addition, sewer, water and electrical facilities should be installed, and roads should be constructed to meet industrial criteria in the areas proposed for industrial development. Along with these measures, promotional effort should be made by an industrial development committee and the Chamber of Commerce.

The following policy statements are recommended for adoption as part of this Plan:

- Reserve needed lands for industrial development, but avoid overzoning.
- Establish and enforce strict zoning, subdivision and other ordinance standards related to uses, parking, site and street improvements, and landscaping.
- Exclude non-industrial and incompatible uses from industrial areas through the establishment of exclusive industrial zones.
- Require undergrounding of utility lines.
- Buffer industrial and residential areas from each other by backup treatment, landscaping or other appropriate methods.
- Screen loading, storage and other unsightly areas.
- Enact and enforce sign controls in industrial areas.
- Encourage construction of architecturally significant buildings and the landscaping of building sites and parking areas in industrial areas, by the establishment of a design review committee.

- Upgrade older industrial areas through site improvements and landscaping. Public facilities, such as curbs, gutters, sidewalks, street trees, etc., shall also be removed when amortization permits.

## GENERAL IMPLEMENTATION TECHNIQUES

### ANNUAL REVIEW OF THE GENERAL PLAN

Preparation and adoption of the General Plan is a beginning step in the comprehensive planning and development of the Escondido Planning Area. Its basic purpose is to provide a guide for specific action. Adoption of precise plans for specific areas will refine the development programs that have been broadly outlined by the General Plan. The State Planning and Zoning Law (Section 65400) requires that each year the Planning Commission submit a report to the City Council on the status of the Plan and the progress of its application. By going through this process, it is possible to strengthen the purposes and uses of the Plan and regularly to re-examine its premises and major policies. All decisions about City development should be made with reference to the Plan and where conflict exists, General Plan policy should prevail unless the policy is duly amended. Escondido is not a static object, it is a growing and active organism. The General Plan must be reviewed and amended regularly to reflect the changes taking place daily.

### ZONING AND SUBDIVISION REGULATIONS

Zoning is a specific implementation tool. The General Plan, in contrast, is a general policy guide for development of the City. Revision of the present zoning or even new zoning classifications are necessary to bring the zoning ordinance into logical conformity with

the General Plan. Used as a guide for future zoning policy, the General Plan will become an effective tool for the City Council and Planning Commission.

A preliminary study of the subdivision standards has been prepared for discussion purposes. This study should be reviewed concurrently with the Zoning Ordinance and the balance of the City Code relevant to the General Plan. Ultimately the zoning and subdivision controls and housing codes should be integrated into one set of "development regulations". This will prevent conflicting ordinances and will provide greater understanding and ease of use for the general public. It will help to reduce some of the "maze" that officials and the public must face in attempting to find and understand the zoning and subdivision regulations.

#### CAPITAL IMPROVEMENT PROGRAM

Escondido's first Capital Improvements Program was developed by the City in March of 1969. It is a financial plan that provides an orderly schedule and assignment of priorities for public improvements and projects. Major improvements indicated by the General Plan are placed in a chronological order of planned development according to established priorities, thus coordinating public projects and providing a powerful tool for implementation of the General Plan. This long term schedule should be reviewed annually along with the General Plan to insure the greatest compatibility. This compatibility will assure efficient use of public funds by providing a planned relationship of City projects.

#### BEAUTIFICATION

Through the General Plan, the foundation has been laid upon which beautification programs can be initiated and implemented by many different civic organizations. Community attitudes can definitely affect physical development and help form the image and character of



the City. An ideal program should involve all age groups and promote a sense of individual pride by having a part in civic accomplishment. An arbor day program is an excellent example of just one phase of City Beautification that involves all groups and all ages inspiring civic pride and personal gratification.

The Community Recreation and Beautification Commission along with the Planning Commission bear the major responsibility for safeguarding and enhancing the appearance of the City. They may exercise their responsibilities through the existing processes contained in the subdivision ordinance, the Zoning Ordinance, and the Parks and Beautification Code. They could further ensure that the City's appearance will be enhanced by establishing a design review board. This Board would work to implement the provisions of these ordinances and the policies of the General Plan by fostering the attainment of improved levels of beauty through skilled design, landscaping, preserving of natural community assets, and recommending the application of federal beautification programs for specific community beautification projects.

#### MANDATORY REFERRAL

Mandatory referral is the procedure by which the Planning Commission reviews all public land purchases or development programs to insure conformity with the adopted General Plan. Provisions for such referral are contained in State Law.

Early consultation and review of proposed projects helps to reduce possible conflicts with planned development. This procedure offers a means of control that minimizes duplication of facilities and will provide for an orderly evolution of the Escondido Planning Area.



## THE ROLE OF CITIZENS GROUPS

Special committees of civic minded persons were appointed to formulate general policy, goals and objectives of the major elements of Escondido's General Plan for development through the remainder of the Twentieth Century.

The General Plan, being an advisory document, is designed to set a comprehensive policy and guide future development. Regular review, extension and modification of the plan is essential to make it a living and working document. The various committees should remain intact to periodically review the progress of goals and objectives incorporated into the General Plan. New goals and objectives as well as support of accepted policy should be presented to the City Council at these regularly scheduled intervals. Other citizens groups as well as individual citizens should also make their desires concerning the General Plan known at this opportune time. This type of citizen interest and cooperation enables the community to move forward and keep abreast with new and changing conditions.

## USEFUL FEDERAL PROGRAMS

The following federal funding sources are known to be currently available for implementation of the General Plan and for strengthening the planning process:

- Section 701 Urban Planning Assistance Grants from U. S. Department of Housing & Urban Development (HUD)
- Code Enforcement Grants from HUD
- Neighborhood Development Program Advances, Grants and Loans from HUD
- Community Renewal Program Grants from HUD

- Water and Sewer Facilities Grants from HUD
- Grants for advanced purchase of land for proposed construction of public works and facilities, and for public works and community facility planning from HUD
- Public Facility Loans from HUD
- A variety of Manpower Development, Job Opportunity, Youth Opportunity, Community Action and related program funds from the Office of Economic Opportunity, Department of Labor and Department of Commerce.
- Land and Water Conservation Funds for the purpose of acquiring and developing lands and waters for public outdoor recreation purposes from the Department of Interior, through the State Department of Parks and Recreation.

#### DISTRIBUTION OF THE PLAN AND COMMUNITY EDUCATION

A wide variety of distribution techniques are available for the dissemination of information contained in the General Plan. One of the most important single channels of communication is the press. A carefully organized summary of the key elements of the General Plan ran in a series would be most likely to reach the greatest number of people in the community.

Public hearings, informal meetings, maps, charts, photographs, models, and exhibits are also useful media for informing the public about a particular project or in developing an understanding of general concepts. The following measures may be specifically applied to accomplish the objectives and proposals of this study.

- POLL. Seek involvement of individuals and groups by getting opinions, introducing them to the problems, and suggesting further sources of knowledge.

- SCHOOL PROGRAMS. To inform, involve and educate the children, involvement of tomorrow's decision-makers may even have an influence on their parents.
- NEWSPAPER COVERAGE AND SUPPORT. Environmental columns, community reactions and progress reports by regular and guest columnists.
- PUBLIC MEETING SERIES. Slides, plans, models and movies of efforts by other communities combined with short lectures and open-forum discussions.

The Escondido Daily Times Advocate is already doing a very commendable job in publicizing events and issues pertaining to planning. Annual "town meetings" on planning and development issues and the future potential of the community should also be considered. Interested citizens and City officials should participate in workshops and seminars that are sponsored by San Diego State College, the League of California Cities, American Institute of Planners, and the American Society of Planning Officials.



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